UNIVERSITY OF ALBERTA

PLANNING NATIONAL SPORT FACILITIES FOR HIGH PERFORMANCE ATHLETES

by

JOHN LEMUEL CUSHING

A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled, **PLANNING NATIONAL SPORT FACILITIES FOR HIGH PERFORMANCE ATHLETES**, submitted by **JOHN LEMUEL CUSHING**, in partial fulfillment of the requirements for the degree of **MASTER OF ARTS**, in **RECREATION AND LEISURE STUDIES**.

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DEDICATION

This thesis, **PLANNING NATIONAL SPORT FACILITIES FOR HIGH PERFORMANCE ATHLETES**, is dedicated to Canadian athletes, past, present, and future, who dedicate a significant part of their lives towards the dream to represent their country in competing at the highest athletic standard in international sports events. The beginnings of this thesis too was a dream now partially realized in this document in the examination of issues relevant to the development of sports facilities required by these athletes. Even though the immediate future for high performance sport in Canada remains uncertain, the development of appropriate facilities and training environments will remain a constant issue in various locations in Canada. It is hoped that the discussion and subsequent conclusions and recommendations in this thesis will provide an enhanced recognition by sports administrators and approval agencies in sport and recreational facility development to ensure that current and future generations of Canadian athletes have the opportunities to train to their best abilities in Canada, and earn personal accomplishment and global recognition in international sport.

ABSTRACT

This thesis examines the historical development of national sport facilities and their significance for high performance sport in Canada, and proposes a rational planning model to enhance their future development either within the normal development of sports facilities or through the hosting of major sports events, especially major games events. Reference is made to the subsequent failure of major games events to meet perceived expectations of the sports community built upon promises of political and business leaders that such facilities would be available for future sport development. This failure is due, in part, to the focus on the games events. However, there has been positive consequences of recent major games events and policy development in establishing national training centres and multisport high performance development centres. This focus has come through the opportunities that major games events provide for senior levels of government to fund these facilities directly. Excluding major games, there is no adequate program to fund the development and ongoing maintenance of national sport facilities. The writer examines the concern whether the location of these facilities will create the proper environment for the best results by high performance athletes. A rational planning process is proposed for the development of new national sport facilities in areas of Canada lacking such facilities. The thesis will interest sport administrators, officials of major sports events, policy makers in high performance sport, facility operators of national sport facilities, and municipal politicians aiming for more and better sport facilities.

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Fourth, a special thanks goes to Dr. Denis Johnston, formerly with the Department of Geography, in developing a computerized mapping program to display the historical evolution of high performance sport centres in Canada in Chapter 5.

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PLANNING NATIONAL SPORT FACILITIES
FOR HIGH PERFORMANCE ATHLETES

Table of Contents

DEDICATION iv

ABSTRACT v

ACKNOWLEDGEMENTS vi

LIST OF TABLES xii

LIST OF FIGURES xii

LIST OF CHARTS xii

LIST OF MAPS xii

Chapter

1 **INTRODUCTION** 1
  Background 1
  Definitions 2
  Propositions 3
  Athlete/Event/Facility Interface 5
  Scope 6
  Overview 8

2 **METHOD** 10
  Research Components 10
    Literature Review 10
    Interviews 11
    Surveys 12
  Limitations and Delimitations 13
    Information from Athletes 13
    Perspectives of Sport Facility Issues at the International Level 14
    Benefits to Sport as Contained in Legal Agreements 15
    Supportive Data Confirming General Assumptions and Observations 16
    Site Visits 17
  Summary 18

3 **THE DEVELOPMENT OF NATIONAL SPORT FACILITIES THROUGH SPORT EVENTS** 19
  Historical Perspective of Sports Events 22

Games Events 22
Olympic Games 22
World University Games 28
Commonwealth Games 30
Paralympic Games 31
Pan American Games 32
Canada Games 33
Arctic Winter Games 35
Francophone Games 37
Pacific Ocean Games 38
Single Sport Championship Events 39
Facility Development through Sports Events 45
Single Sport Championship Events 45
Games Events 48
Francophone Games 49
Arctic Winter Games 49
Pacific Ocean Games 51
Commonwealth Games 51
World University Games 56
Paralympic Games 57
Pan American Games 59
Canada Games 61
Olympic Games 67
Summary 71

4 **BENEFITS FROM FACILITY DEVELOPMENT THROUGH SPORT EVENTS** 73
Community Image and Unity 74
Human Legacy - Organizing Committee and Volunteers 80
Athlete Legacy 83
Facility Legacy 86
User Agreements 87
User Statistics 91
Ski Jumps 93
Bobsleigh/Luge Tracks 96
Speed Skating Ovals 97
Swimming Pools 101
Stadia/Arenas 104
Sport Development Legacy 111
Summary 117

5 **POLICY FOR SPORT DEVELOPMENT - FACILITY APPROACH** 119
Hosting Policies 124
Federal Hosting Policies 124
Rationale 129
Criteria 133
Approval Process 134

Cost-Sharing 137
Overview 145
Provincial Hosting Policies 147
Manitoba Sport Facility Fund 148
Municipal Hosting Policies 150
High Performance Centre Policies 151
Federal High Performance Centre Policies 152
Rationale 152
Multisport Centres 154
Components and Criteria Issues 158
Facility Access 158
Sport Science / Sport Medicine 162
Other Criteria Issues 165
Standards of National Sport Facilities 169
International versus Olympic Standards 169
Re-Definition of National Sport Facility 174
Approval Process 176
Selection of National Training Centres 176
Implementation 178
Funding 178
Allocation and Designation 178
Provincial High Performance Centre Policies 184
B.C. Regional Multisport Network Centres 184
Municipal High Performance Centre Policies 186
Summary 189

6 **A RATIONAL PLANNING PROCESS FOR THE DEVELOPMENT OF LOCAL RECREATION AND NATIONAL SPORT FACILITIES** 192
Relative Market Share of the Ownership and Programming of Recreation Facilities 192
Planning Processes for the Development of Recreation Facilities 194
Municipal Recreation Facilities 195
School Recreation Facilities 202
Recreation and Sport Facilities at Universities and Community Colleges 204
Private Sector Recreation Facilities 207
Rationale for Strategic Planning between Recreation Facility Providers 208
The Rational Planning Process Model 218
Planning Process for the Development of National Sport Facilities through Sports Events 221
Bid Selection Process 223
Transition Period 238
Post-Bid Process of the Games Event 243
Summary 247

7 **CONCLUSION** 250
Findings of Propositions 250
Athlete/Event/Facility Interface 257
Themes 259
Data Collection Methods 261
Finale 262

BIBLIOGRAPHY 264

INTERVIEWS 277

PERSONAL CORRESPONDENCE 281

SURVEYS 286

APPENDICES

1 **TERMINOLOGY**

1 (a) Hierarchy of Terminology for Sport and Political Organizations 288
1 (b) Acronyms of Sport Organizations 289

2 **THEMES**

2 (a) Planning National Sport Facilities - Objectives (Circa 1984) 291
2 (b) Planning National Sport Facilities - Themes / Sub-Themes Outline 292
2 (c) Planning National Sport Facilities - Themes: Brief Description 293
2 (d) Relationship of the Themes and Sub-Themes in the Planning of National Sport Facilities 295
2 (e) Interviews, Personal Correspondence, and Surveys: Summary of Types of Groups 296

3 **MAJOR SPORTS EVENTS - FACILITY AND ECONOMIC PROFILES**

3 (a) Overview of Major Games Events: Basic Statistics 297
3 (b) Overview of Major Sports Events: Financial Considerations 299
3 (c) Aggregate Facility Profile by Facility Type, Number, and Event 301
3 (d) History of Canadian Host Cities of the Winter Arctic Games (Arctic Winter Games International Committee, 1995) 303
3 (e) Games Facility Profile - Arctic Winter Games (Slave Lake, Alberta. 1994) 304
3 (f) History of Host Cities of the Canada Games (Canada Games Council, 1995) 306
3 (g) Games Facility Profile - Canada Winter Games (Grande Prairie & Jasper, Alberta. 1995) 307
3 (h) Games Facility Profile - Canada Summer Games (Kamloops, B.C. 1993) 309
3 (i) 1999 Canada Winter Games Proposed Financial Model - Corner Brook, Newfoundland 311

3 (j) Games Facility Profile - Pan American Games (Winnipeg, Manitoba. 1999) 312
3 (k) Games Facility Profile - Universiade '83 - Summer Games (Edmonton, Alberta. 1983) 316
3 (l) Games Facility Profile - Paralympic Winter Games (Lillehammer, Norway. 1993) 318
3 (m) Games Facility Profile - Paralympic Summer Games (Atlanta,Georgia, USA. 1996) 319
3 (n) Games Facility Profile - Winter Olympic Games (Calgary, Alberta. 1988) 321
3 (o) 1995 Financial Status of CODA's Endowment Funds 323
3 (p) 1995 Financial Perspective of Calgary's Olympic Facilities 324
3 (q) Games Facility Profile - Olympic Summer Games (Montréal, Québec. 1976) 325

4 **USER QUESTIONNAIRES AND SURVEYS**

4 (a) Athletes' Questionnaire (Structured) 328
4 (b) Athletes' Questionnaire (Semi-Structured) 330
4 (c) Statistics on Winter Sports Facilities Use and Costs 331
4 (d) Statistics on Swimming Pools Use and Costs 333
4 (e) Classification of Selected Competition Swimming Pools in Canada 335
4 (f) Typology on the Spectrum on Land/Stadia/Franchise Ownership 336
4 (g) Alberta Alpine Skier Projections and Statistics - Rocky Mountain Ski Areas 337

5 **HIGH PERFORMANCE CENTRES IN CANADA**

5 (a) Components of High Performance Sport Centres (1983-94) 338
5 (b) Survey Results of Athletes 341
5 (c) High Performance Sport Centres in Canada - Summary (Prior to 1983 to 1995 and Beyond) 342
5 (d) High Performance Sport Centres in Canada - By Location (Prior to 1983 to 1995 and Beyond) 343
5 (e) High Performance Sport Centres in Canada (1995 and Beyond) 344

6 **PROVIDERS**

6 (a) City Share of Leisure Facilities: Relative Degree of Market Share 346
6 (b) City Share of Leisure Programmes: Relative Degree of Market Share 347

7 **CONCLUSION**

7 (a) Athlete/Event/Facility Matrices 348
7 (b) List of Future Games Events to be Hosted in Canada (1997-2010) 349

Tables

3-1 Event Spectrum 21
3-2 Games Facility Profile - Commonwealth Games (Victoria, B.C. 1994) 53
3-3 Games Facility Profile - Commonwealth Games (Edmonton, Alberta. 1978) 54
4-1 Sport Development Legacy Criteria 114
5-1 Federal Hosting Policies Parameters (1978-1995) 125
6-1 Planning Models Attributes 220

Figures

1-1 Athlete /Event/Facility Interface 6
4-1 Sport Development Model for Facilities 90
4-2 Sport Development Legacy Typology (Facility Use) 116
5-1 Typology of Federal Services and Programs: 1988 Calgary Olympic Games 140
6-1 Basic Planning Process for the Development of a Recreation Facility 197
6-2 Basic Planning Process for the Development of a Major Recreation Facility 199
6-3 Strategic Planning Typology 213
6-4 Strategic Planning Model for Providers of Recreation Facilities 217
6-5 Strategic Planning Model for the Bid/Organizing Committee and Other Providers of Sport Facility Development for Major Games Events 235

Charts

4-1 Schematic of Net Present Value of a Public Owned and Operated Sports Facility 115
6-1 Bid Selection and Planning Process of Major Games Events - Olympic Games Scenario 224
6-2 Timeline of Decision Making Process for Major Games Events 225

Maps

5-1 High Performance Sport Centres in Canada (Prior to 1983) 181
5-2 High Performance Sport Centres in Canada (1983-87) 181
5-3 High Performance Sport Centres in Canada (1988-94) 182
5-4 High Performance Sport Centres in Canada (1995 and Beyond) 182

Chapter 1

INTRODUCTION

Background

The subject of building major sport facilities funded by public monies is one of intense controversy. It pervades the media and prolongs political debate. There is intense negotiation among the stakeholders both in the public and private sectors, and there are no rational prerequisites or policies that provide some basis for ratification. Basic principles to determine the financial responsibilities of the stakeholders and the facility owners towards the operation and maintenance of these facilities are usually lacking. Controversy is especially evident when facilities are proposed for professional sports, but the same inadequate attention is invariably given to facilities for major games events for the "amateur" sports. As well, media coverage often has slanted negative overtones even though the results of the competition in these games is one of exhilaration, pride, and accomplishment.

Three events have encouraged this examination of the impact of the building of major sport facilities: the levels of post-games use and the continuing saga of the staggering debt from the 1976 Summer Olympics in Montreal; the budgetary and facility impacts on municipalities from the hosting of national sport championships; and the successful attempt to ensure that the City of Ottawa had the concurrence of a national sport governing body in building a national level facility for the sport of speed skating.

This chapter provides the rationale for the research on this subject. It includes definitions of key terms used in the thesis, a series of propositions and a base model for analysis.

Definitions

Various terms used in this thesis may be unfamiliar to some readers. Some terms (e.g. national sport organization) are commonplace to the sports community, while others (e.g. land use) are more commonplace to urban and regional planners. The "sports" terms have been outlined, with their appropriate acronyms, in Appendices 1 (a) and (b). However, there are seven terms defined below which are constantly used throughout the thesis, and which therefore require formal definition here.

"**National Sport Facility**" is the term employed to distinguish a facility that is available for and used by elite, high performance, and "carded" athletes at the national level for their formal training programs and some of their competitive events. The training programs undertaken in such a facility are assumed to be based upon some contractual agreement (either directly or indirectly) between the national sport governing body and the facility owner or operator. The facility may have the capability of hosting major competitive sport events at the national and perhaps international levels.

"**Sport Development**" refers to the use of sport for the purposes of developing athletes through the whole competitive sport continuum from talent identification to high performance.

"**Sport in General**" refers to participation in sport by all groups and individuals regardless of their abilities. It includes high performance sport but also includes the participation of the general public for recreation purposes.

"**Sport**" refers to organized and competitive participation in any particular domain (e.g. athletics, skiing), where winning is a definite goal and desired outcome of the participant(s).

"**Recreation**" is focused on participation in recreation and leisure activities, usually on an informal and unorganized basis, although it may include some degree of sport participation. For the participant(s) the desired outcome is primarily personal enjoyment and satisfaction, while enhancing the skills required for the activity.

"**Sport and Recreation Fit**" is the ability of a given community, municipality, or region to sustain a particular development, in this case, a sports or recreation facility, or sports or recreation activity.

"**Market Share**" is the area of influence that a particular agency has in a particular domain, in the case of this thesis, in the area of sport and recreation facilities and activities.

Propositions

This thesis will examine four propositions as follows:

1) **The development of national sport facilities in Canada has evolved in an ad hoc, incremental fashion tied, in part, to the hosting of major games events, the impacts of which have varied.**

Canada has hosted several sports events from the Olympics to the Canada Games to single sport championship events, at the international and national levels. Each event has had its particular origin, scale, and relative impact in terms of facility development. Although expectations have been somewhat similar for each event, the sports events have had differing results in terms of the degree of national sport facility development.

2) **The development of national sport facilities through the hosting of major sports events has been made possible largely because of claims of community, sport and athlete benefits which, for the most part, have not been borne out by subsequent information on post-event use.**

The planning process for a major games event rarely has been able to deal with the legacy issue for the benefit of sport in general, and in particular, for sport development. Legal and binding provisions for the post-games use of facilities for high performance sport generally are lacking, and facility owners do not see it as their mandate to continue to use the facility for high performance sport.

3) **Current policies and standards for the development of national sport facilities are tightly linked to the hosting of sports events, particularly at the international level, and, in consequence, are largely dictated by the facility and event requirements of international sport federations and games associations rather than the needs of subsequent users, particularly high performance athletes.**

Federal policies for hosting sports events and for high performance centres have led to the creation of several centres throughout Canada. However, the principal effort has been implemented officially at the two most recent major games sites, Calgary and Victoria, and unofficially in Montreal, where public sector financing has aided the development of national sport facilities. The relationship between policy and location of the games events has led to regional disparities in the location of national sport facilities.

4) **The process that is currently employed in Canada for the development of local recreation and sport facilities can be readily applied to the development of national sport facilities.**

Development of most recreational facilities is a result of a local political and planning decision making process which will be the base model for this thesis. The development of national sport facilities through major games or single sport championship events will be compared to this model.

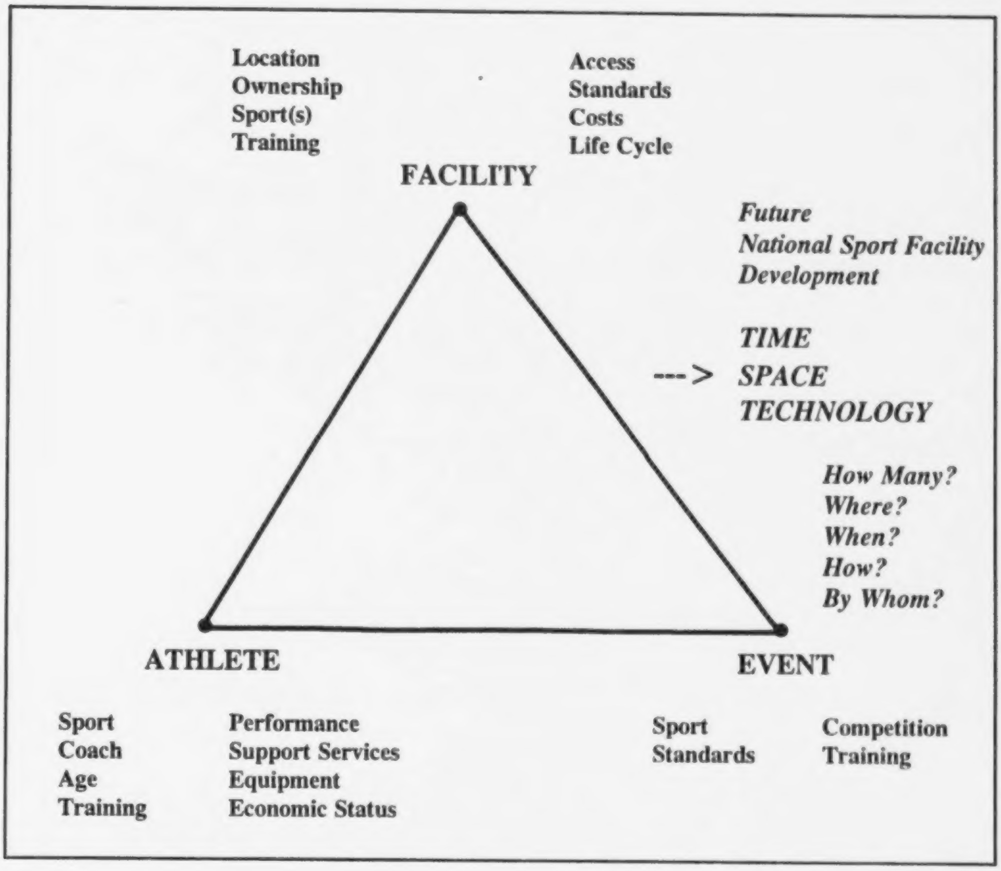
Although these four propositions imply that the development of national sport facilities has not been beneficial for sport development, some successful facility models have been implemented recently (whether planned or unplanned), and there are positive indicators that sport governing agencies are making changes to the bidding process to examine the benefits of the development of major sport facilities for the continuing development of high performance athletes. Although it appears that the only means to develop these facilities has been through major games events, many single sport championship events held at the international level have resulted in enhanced facilities, and certainly have the potential to offer another option for developing national sport facilities.

There are various issues that are related to these propositions, such as the location and financing of national sport facilities, which on their own merits may lead to other propositions on this subject. However, the purpose of this thesis is to present national sport facility development, with its apparent shortcomings and strengths, as a benchmark to assist in the planning of future facility development in Canada, whether it is through a sports event or a direct and formalized facility development program.

Athlete/Event/Facility Interface

To discuss these propositions, the thesis examines the relationship, or interface, between the **ATHLETE**, the **EVENT**, and the **FACILITY**, or venue. The thesis expands on this interface as shown in Figure 1-1, to include: the continuum of the **ATHLETE** - from high performance to the developing athlete; the continuum of the **EVENT** - from the international to provincial/regional level competitions; and the continuum of the **FACILITY** - from standards and services required at the national/international level to the provision for general public use to maximize the economic viability of the facility.

Figure 1-1: **Athlete/Event/Facility Interface**


Location
Ownership
Sport(s)
Training
Access
Standards
Costs
Life Cycle
FACILITY
Future
National Sport Facility
Development
TIME
---> SPACE
TECHNOLOGY
How Many?
Where?
When?
How?
By Whom?
ATHLETE
EVENT
Sport
Coach
Age
Training
Performance
Support Services
Equipment
Economic Status
Sport
Standards
Competition
Training

This interface will be the base model for the thesis, with the objective of discussing the four propositions in the context of the relationships between the three variables (and their many sub-variables) within this interface. The manner that this interface has been addressed in the thesis will be summarized in Chapter 7.

Scope

In identifying the four propositions, the scope of the thesis takes on several forms. The term "national" for national sport facilities connotes facilities for the country as a whole. Even though the focus of the thesis is on the planning of national sport facilities for high performance athletes, the "national" scope is part of, and integrated with, the sport continuum from the local to international level. Within Canada, there will be no specific region or municipality that will be studied. In fact, the boundaries extend from "coast to coast to coast", from St. John's, Newfoundland to Victoria, B.C. to Inuvik, Northwest Territories. St. John's and Inuvik do not have national sport facilities, but through the selection process for host cities for the Canada Games and Arctic Winter Games, these communities do become involved in the potential development of high performance sport at the regional level.

Similarly, no specific sport is given special attention. There are many sports, each with its own requirements, problems, and issues. Not all can be addressed. The thesis will focus on those sports that readily provide the appropriate examples in the discussion of the propositions, and the athlete/event/facility interface.

Notwithstanding this, and given the emphasis of Canada's high performance sports system on the Olympic Games, there is a tendency to focus on facilities built for the Olympics. In Canada, this refers to the recent Olympics in Montreal and Calgary. However, several municipalities have hosted other major games events which have had similar impacts. Also, since the selection process for the host city is somewhat similar, other major games events will be analyzed. The focus will be on international and national games, and not on provincial or local events, even though some "regional" games (e.g. Western Canada Games) have created "national" sport facilities.

There are many examples of national sport facilities, each with a separate history in terms of planning, development, funding, and operation. Although the intent of the thesis is to group these facilities into particular types, it is difficult to focus on one type of major games event, one sport, one city, or one facility. Because of the range and variety of national sport facilities, the thesis will provide examples of sport facilities to develop theoretical models. The thesis does not expound on the design or architectural elements of national sport facilities, but they will be discussed where the policies of various games and sport organizations dictate that such elements be a major part of the facility development to promote the image of the event.

Finally, the perspective taken in this thesis is significantly based on the writer's twenty years experience in urban and recreation planning in which consultation with a wide range of stakeholders, especially the public, has been a predominant part of the planning process in establishing the needs of all types of recreation and sports facilities (from neighbourhood parks to Triple "A" baseball stadiums). Many of the ideas and much of the subsequent discussion on the four propositions reflect that perspective.

Overview

There are 7 chapters in the thesis. Each addresses a particular theme or an extension of a previous theme, and is written as an entity on its own. Practical data, current and past, will be found in the appendices, while tables, figures, charts, maps, and typologies relating to theory will be contained within the discussion of the thesis.

The thesis begins in Chapter 2 with an explanation of the various methods of data collection for the subject of national sport facilities. It gives some detail about the different research methods that were used to gain an understanding of the issues relating to this subject.

The historical framework of the planning of national sport facilities is contained in Chapters 3 through 5, while Chapter 6 establishes the theoretical planning process stemming from this information. Finally, Chapter 7 concludes the thesis with an overview of what has been done to support or negate the four propositions, and the degree to which the relationships of the variables in the Athlete/Event/Facility interface in Figure 1-1 have been verified. This chapter poses a series of questions on issues that need to be addressed for the future planning, development, and operation of national sport facilities, and suggests areas for further research on the subject.

Chapter 2

METHOD

This chapter describes the method(s) employed to collect the data for the thesis. The first part describes the **research components**; the second delimits the **scope** of the thesis; and the third details some **data gathering gaps** that need to be addressed. The limitations of the research and the methods used are discussed in each section.

Research Components

The thesis is based on three research components - literature review, interviews, and surveys through a series of questionnaires - all of which enable the collection of both qualitative and quantitative data. Each of these will be discussed in detail below. All of these research methods were used in the initial stages in collecting data on the subject of the thesis, and resulted in the establishment of six themes for the thesis as outlined in Appendices 2 (a)-(d). These themes along with the athlete/event/facility interface establish the framework for the thesis, and the degree to which they have been addressed in the thesis will be summarized in Chapter 7.

Literature Review

Much of the literature sought and reviewed for this thesis consists of documents providing details of bids made for various major games events held in Canada (and elsewhere, where appropriate). Given the format of such applications, the documents invariably included detailed assessments of the competition sites and venues, as well as capital and operating budgets. The final reports of these major games events also were an excellent source, especially in providing information about the final costs of the capital projects. For selected facilities generated through these games events, quantitative user data and financial data on current and recent operating costs were collected.

Interviews

The research also included interviews. These were done to obtain a better understanding of issues and themes relating to the planning, development, and operation of national sport facilities. People from all sectors of sport were approached. The people interviewed included athletes, games event officials at the local, national and international levels, sports administrators, sport scientists, bureaucrats, politicians, planning consultants, architects, and facility operators.

The interviews took various forms. The most common was a semi-structured questionnaire, although the questionnaire was never quite the same for any one interview. Some, however, had no questionnaire. Most interviews were taped, although there were a few where the respondent requested no taping. There were also many telephone interviews of a less formal kind, primarily to verify information already obtained. These telephone interviews, as well as material (e.g. user data) received by people are grouped under "Personal Correspondence" to differentiate the scale between the two methods. In total, about 70 people were interviewed formally, while another 75 people provided material through personal correspondence. They are referenced in the thesis where appropriate, listed in Appendix 2 (e) by group type (e.g. athletes, sports administrators, politicians), and individually at the end of the thesis under "Interviews" or "Personal Correspondence".

Surveys

Several surveys were also conducted as part of the research. However, they were designed not so much to collect and analyze quantitative data through statistical means, as to collect further data on issues and themes. Four principal surveys were carried out, as follows:

a) A questionnaire was distributed to national and provincial sports organizations to collect data on the preferred locations of facilities capable of hosting different levels of events, and their needs for further facilities and more athletes.

b) Another questionnaire was sent to former Canada Games host societies' committees to collect data on the capital and operating costs of facilities built for the Games, as well as information about post-Games use of these facilities.

c) An Athletes Survey was designed to determine the minimum facility needs for athletes at various stages of their training, and at which facility setting they made their most improvement. This survey was conducted for 8 sports at the National Sport Centre Calgary (NSCC). However, there were limitations in completing the questionnaire and in interviewing some athletes because of their training and competitive schedules, and because of an ongoing evaluative process being done by the NSCC on the athletes at the same time. The limited findings of this survey questionnaire are discussed in Chapter 5 and tabled in Appendix 5 (b).

d) A similar Athletes Survey was distributed to athletes competing at the 1995 Canadian National Track & Field Championships at the Claude Robillard Centre in Montréal in July, 1995. Forty questionnaires were distributed with a return rate of 25%. Similarly, thirteen athletes of the Canadian Olympic Soccer Team completed the same questionnaire (see Appendix 4 (a)) while competing in the CONCACAF Olympic Trials in Edmonton in May, 1996.

In total, about 60 people were surveyed including 33 athletes. Despite the difficulty in reaching athletes, the input from them through questionnaires and interviews (17) provided useful information of athletes' needs as they relate to the planning of national sport facilities.

Limitations and Delimitations

There are bound to be gaps in the collection and synthesis of data in any research project. Some are subject to limitations, normally a reflection of the inability to collect data due to such factors as time and costs, outside or external to the researcher's own resources. Others are subject to delimitations, a reflection of the researcher's own decisions to curtail the data collection process due to such factors as difficulty in obtaining the data. However, given that the approach for this thesis is primarily exploratory, identified gaps in the data will be noted and questions will be raised about the degree to which such data should be collected for further clarification of the issues being discussed. The principal ones relate to: limitations in the information from athletes; delimitations in the difficulty in contacting international sports officials on sport facility issues at the international level; delimitations in the difficulty in accessing legal agreements on sports facilities to measure the post-event user benefits; limitations in the lack of written supportive data confirming general assumptions and observations; and delimitations in the sporadic undertaking of site visits of some of the sports facilities discussed.

Information from Athletes

Since the subject of the thesis is national sport facilities for high performance athletes, it is essential that the athletes' perspective is covered. Athletes in the Calgary area were surveyed by Sport Canada in 1992 to determine requirements for the National Sport Centre at the University of Calgary established in January, 1994. Also, a major study by Sport Canada on "The Economic Status of the High Performance Athlete", published in 1992, had a section on athletes' perceptions of the adequacy of facilities. Although the results are summarized in general terms, it might be possible to get a further breakdown for each sport, since these data are in computer format. However, the number of athletes per sport was considered too small to warrant statistical analysis. A survey (see Appendix 4(a)) could have been conducted through the Canadian Athletes Association, mailed to the carded athletes, and analyzed accordingly. However, this is essentially the same approach as that employed by Sport Canada on two previous occasions, and thus, it is questionable how much more insight into the issues can be obtained through this method.

A qualitative approach through indepth semi-structured interviews (see Appendix 4(b)) was the method preferred because: first, it is consistent with the approach already taken in collecting information on this thesis topic; second, it enables individual athletes, with or without disabilities, to be approached in those sports that will be discussed in the context of national sport facilities; third, it provides a more personal view of athletes' needs, and an opportunity for direct contact with the current athlete; and fourth, it allows the writer to recommend some methods for future athlete representation in the planning and development of national sport facilities.

Perspectives of Sport Facility Issues at the International Level

Although there are already important insights into the significant role that international sport federations play in the planning, decision making, and development of national sport facilities, there is a need to obtain clarification of the positions international sport federations have taken on recent developments, and to determine how receptive they would be to new and somewhat innovative ideas. For example, had Toronto won the bid to host the 1996 Summer Olympics, the preliminaries of the soccer (football) competition would have been held at stadiums in Ontario municipalities which would have required upgrading and expansion of seating to meet international requirements. As an option to this proposal, would the international sport federation (FIFA) accept that the preliminaries be held at existing major stadiums across Canada that meet international standards (similar to the 1994 World Cup in the United States)? This alternative action would likely result in minimal capital outlay, similar operating costs, but a larger attendance (and thus more revenue), and a feeling of national pride in hosting the Olympics.

Even though these types of options and ideas could be presented to Canadian sports officials who have international experience, it would be ideal to obtain a position on these issues directly from the appropriate international sport governing bodies because they are, in many ways, the final decision makers on the location and standards for national sport facilities developed through international events.

Some people interviewed have recommended contacts in the international sports community. However, because of time and resource limitations, these contacts have not been pursued. Thus, data on international issues pertaining to sports facilities have been provided through interviews with Canadian sports officials. This is a delimitation in that a choice was made not to pursue these international sources.

Benefits to Sport as Contained in Legal Agreements

Normally when the public sector provides funds to the private sector (commercial profit, non-profit) for the development of recreation facilities, there is a legal agreement between the parties which provides for future public use at no cost or at a subsidized price. A typical example is an ice arena.

In the case of sport facilities for major games events, there are legal or host contracts between the international sport governing body and the host organizing committee, and subsequently, between the host organizing committee, the various levels of governments providing funding for the games, the private sponsors, the host broadcaster, and the owners and/or operators of the competition and training venues for the games.

To determine the benefits to sport, the objective is to examine these agreements and the degree to which they refer to provisions for the future use of the facilities by athletes and the general public. These types of legal agreements were made available from the City of Calgary Archives, but with some difficulty with respect to the 1988 Calgary Winter Olympics. Thus, given this experience, other planned initiatives to gather agreements from other major games events were dismissed as delimitations but not to the detriment of the thesis. The information gained from the Calgary Archives proved to be very useful, and is presented in Chapter 4.

The other part of this investigation was to verify the benefit statements of the agreements with quantitative data on the post-Games use of the Olympic facilities, and those built for any other games event. Most data were collected through telephone interviews.

Supportive Data Confirming General Assumptions and Observations

In most cases where quantitative data have been provided in the thesis, particularly user statistics for facilities and their respective capital and operating costs, the data have been substantiated through interviews (formal or informal) and personal correspondence with sports administrators and facility operators. For example, the post-Games user data for the Montreal Olympic Velodrome were substantiated by an interview with the principal planner from the Olympic Installations Board; similarly, for the post-Games user data for Mount Nakiska and other Rocky Mountain ski areas. Data provided from one source had to be verified from another source, the sources being either literary or personal, or both. In most cases, the literary sources are given greater validity unless nullified by a personal source.

Site Visits

In discussing and providing examples of national sport facilities, it was determined initially that it was not absolutely necessary to visit the sites of many of these facilities. However, during the course of doing the research and writing this thesis, there were several opportunities to visit these sites though attendance at major games events (1994 Arctic Winter Games in Slave Lake, Alberta; 1994 Victoria Commonwealth Games; and 1995 Canada Winter Games, Grande Prairie and Jasper, Alberta), and to interview sports officials and facility operators during the games events. Other travels to Yellowknife, Calgary, Saskatoon, Brandon, Winnipeg, Thunder Bay, Ottawa, and Montreal, while not directly a requirement of the research methodology for the thesis, provided the opportunity to visit national sport facilities and interview people in those cities, many of which had hosted major games events. The site visits and subsequent interviews provided a more indepth understanding of the planning issues in the development of these facilities which could not have been achieved through other means.

Even though these site visits have occurred almost across Canada, Western Canada (Winnipeg to Victoria) has proven to be an excellent study area for the subject of this thesis. Three major games events have been held in Western Canada in the past two years (1994-95), another one will be held in 1999 in Winnipeg, and past games events in Calgary (1988) and Kamloops (1993) have provided significant national and regional sport facilities. However, to focus just on Western Canada or even one games event would have given an imbalance to the historical development of national sport facilities.

Summary

In summary, the methods used for gathering data for this thesis have been investigative. It was determined that there would be no specific case studies based either on a sport, facility or location. Given the national scope of the thesis from "coast to coast to coast", there is a wealth of examples of national sport facility development which pertain to the issues and themes, and the Athlete/Event/Facility Interface. The thesis is not intended to be a compilation of all such facilities in Canada, but rather an attempt to focus on some of the more interesting and successful developments that may be used as models for future development of such facilities. On the other hand, it is important to describe some of the failures of national sport facility development - at least to learn from those "mistakes" and to correct them in future development. Whatever examples are used in this thesis can be symbolic for other similar types of facilities.

Chapter 3

THE DEVELOPMENT OF NATIONAL SPORT FACILITIES THROUGH SPORTS EVENTS

National sport facilities in Canada have been developed through various means, one of which is through the EVENT process; that is, through the hosting of major sports events. Such events may be multisport (or games), or single sport, and either at the international, national, or regional level. Significant development of national sport facilities in Canada has occurred through major games events, primarily the Olympics, Pan American Games, and Commonwealth Games. The other games events (World University Games and Canada Games) generally have generated regional sport facilities. In some cases, the hosting of international and national single sport championships has led to upgraded facilities at the national level. In a few instances, private and non-profit organizations have developed sport facilities, and in operating these facilities for the use of high performance athletic training and competitions, they have received designation as official national training centres. These national (and regional) high performance sport centres are shown in map form in Chapter 5 (Maps 5-1 to 5-4) and are listed in Appendix 5 (e).

This chapter examines Proposition #1 in terms of the impact and significance of major games and single sport championship events in relation to the types of sports and numbers of facilities for competition, training, and warm-up. It states that **"the development of national sport facilities in Canada has evolved in an ad hoc, incremental fashion tied, in part, to the hosting of major games events, the impact of which have varied."** This information is contained in separate facility and economic profiles in Appendices 3 (d)-(q) for each type of games event which has been hosted in Canada. Other facility profiles of games events (e.g.

World University Winter Games, Francophone Games, Pacific Ocean Games) not hosted in Canada have been completed but are not included in the appendices since their impact cannot be measured directly in a Canadian context. Even though the Paralympics have not been hosted in Canada, the facility profiles have been included to demonstrate the range of sports in this event, as integration for athletes with a disability in other games events is becoming a reality. To put these events into perspective, Appendix 3 (a) outlines the relative numbers of: athletes (including coaches and managers); team officials; technical officials; media personnel; volunteers; attending spectators; and the estimated television audience where such information is available. Appendix 3 (c) provides a summary of all the facility profiles by type of event using the most recent event hosted in Canada or elsewhere. In the case of the Olympic Summer Games, the summary of the facility profile is taken from the 1996 Toronto Olympic bid. Appendix 3 (b) provides the economic parameters, including the operating and capital costs of these same events hosted in Canada.

The rationale to examine sport facilities generated from these events is based on the presumption that several Canadian municipalities have (and continue to search for) ways and means to improve or expand their inventory of recreation and sport facilities, and to bolster their image within the province, country, and even the world. Major games events offer the opportunity for municipalities to achieve these aims with financial assistance from the senior levels of government and the private sector. In showing the relative impact that these events have on municipalities, decision makers and promoters of such events may have a better perspective to determine which events to host that cater best to meet their specific needs.

There are more than enough events, both games and single sport championships, that are currently available for the athletes' competitive itinerary. To understand how high performance sport has evolved to this point, the first section of this chapter provides an overview of the origins, primary purpose, and principal organization of the "amateur" major games events and single sport championship events at the international and national levels listed in the Event Spectrum in Table 3-1 below. The second section examines the sport facility

Table 3-1: **Event Spectrum**

Competition Level	Event Level	Event Type	Specific Event
International	• Games	Amateur	
		• Universal	Olympics Paralympics University Games
		• Political Entity	Commonwealth Games
		• Ethnic Focus	Francophone Games
		• Regional Focus	Arctic Winter Games Pacific Ocean Games
	• Single Sport	Amateur	World Championships World Cup Events
		Professional	IAAF Grand Prix Tennis - Grand Slam
Continental	• Games	Amateur	Pan American Games
	• Single Sport	Professional	Hockey (NHL)-Stanley Cup Football (CFL) - Grey Cup Baseball - World Series Basketball (NBA)
National	• Games	Amateur	Canada Games
	• Single Sport	Amateur	National Championships • Canadian Track & Field • Canadian Squash
Provincial	• Games	Amateur	Provincial Games
	• Single Sport	Amateur	Provincial Championships
Regional	• Games	Amateur	Western Canada Games Atlantic Games
	• Single Sport	Amateur	Regional Championships
Local	• Games	Amateur	Business Olympics
	• Single Sport	Amateur	City Hockey Championships

impact of these events on the host cities or regions, and the degree to which national or regional sport facilities have been developed.

Historical Perspective of Sports Events

Games Events

Games events are multisport competitions occurring (usually) at one specific geographical location during a particular condensed period of time. The history of the evolution of the modern games events is quite recent, spanning a hundred years since the Olympic Games were revived by Pierre de Coubertin in 1896. Since then, a number of other universal and regional games events have been introduced for specific groups of athletes and countries. The following is a description of the historical development of the games events that have been or may be hosted in Canada, starting with the Olympic Games and ending with the most recent, the Pacific Ocean Games.

Olympic Games

Multisport games events have their origins with the ancient Olympic Games held in Olympia, Greece, starting with just the one sprint race in 776 B.C., and held once every four years until 393 A.D. The athletics program expanded to include the Marathon, discus and javelin. Eventually, other sports were added to the competitive program: chariot racing in 680 B.C.; boxing in 668 B.C.; horse racing in 640 B.C.; and wrestling (no date). However, these competitions led to an ever increasing value of the prizes awarded to the winners. As a result, cases of corruption and bribery in the Games became commonplace. Eventually, the Olympic Games were barred by Emperor Theodosius in 393 A.D. Olympic historian, Allan Guttman noted: "Christian zeal had ended the ancient games, sacred to Zeus, because of their indelible pagan associations, but Christendom had never forgotten the games, and various humanistically inclined scholars had from time to time suggested they be revived - purged, of course, of all traces of paganism." (1992:11)

There was no similar type of games event until the 19th century when various sporting activities started to evolve as people sought ways to spend their growing leisure time. There was an effort in many countries to promote physical fitness, running, boxing, and gymnastics. Given this interest, there was an effort, albeit at the local and national levels, to reintroduce the concept of the Olympic Games. Guttmann (1992:11) notes that the Jeux Olympiques Scandinaves were held in Sweden in 1834 and 1836. There was a more serious attempt of reviving the Olympic Games in 1859 in Athens, then again in 1870, another in 1875, and the last in 1889, but there was no interest at the international level, since only Greeks participated, and little interest was shown at the local level.

In England there were four Olympic festivals between 1859 and 1870. But the most consistent events were the annual Olympian Games which started in 1849 near Much Wenlock in Shrophire, England, and continued for "some forty years". It was in the year 1890 that the founder of the Olympian Games, Dr. W.P. Brookes, received a visit from Pierre de Coubertin from France, and they discussed the possibility of reviving the ancient Olympic Games. An educator and sport enthusiast, de Coubertin was instrumental in organizing and reorganizing sport associations in France, among which was the Union des Sociétés Français de Sports Athlétiques (USFSA). Under their banner, he proposed his plans "to internationalize sports... and to organize anew the Olympic Games." (Guttman:12)

To gain support for his ideas and an upcoming international congress to discuss "amateurism", de Coubertin travelled to the United States and England, and invited 78 delegates from 9 countries to the Sorbonne Conference in Paris in June, 1894. The delegates endorsed de Coubertin's plans, empowered the creation of the International Olympic Committee (IOC), selected its first president, Demetrios Bikelas of Greece, and encouraged the convening of the first modern Olympic Games in Athens. The members for the committee were selected by de Coubertin on the basis of their wealth and social status and their status as "ambassadors from the committee to their respective countries" to create a committee "as politically independent as possible". (Guttman:15)

The first Olympic Games in Athens in 1896 had their moments of political and financial problems, and so did subsequent Games thereafter. The Olympics indeed are as much a political event as a sporting competition among athletes of the nations of the world. Much has been written about how the Olympics portray, in times of world strife and conflict, the promise of peace in the world through the bringing of the youth of the nations in athletic competition. The Olympics supposedly symbolize this yearning for peace. Yet it has been suggested that, in fact, the Olympics are a replica of the politics of the world, only portrayed in the guise of athletics. The Olympics, as do other major games events, become the arena for boycotts should the political masters of countries not agree with a participating country's political mandate and/or actions.

Nonetheless, the teachings of Baron de Coubertin, as President of the IOC from 1898 to 1925, about the values of the Olympics and sports excellence, have become an inspiration to athletes and games officials alike as they prepare for the world's greatest multisport games event. These values have been a consistent theme in hosting this event each quadrennial, despite the extravagant costs, commercialization, political fallout, security arrangements, and anti-doping measures. As much as the ancient Olympic Games became corrupt in terms of the bribery used to influence the final outcome of sporting events, the overt or inadvertent practices and emphasis by certain countries and athletes on winning "at all costs" has become the trademark of the modern games movement somewhat to the detriment of the meaning of sport and fair play.

In many ways, the Olympic Games have been, and are, a catalyst for developing national sports systems. For athletes entering the competitive sports system, an Olympic Gold medal is the goal. National sport systems are formulated and organized with the ultimate objective being participation and measure of performance in the Olympics. The quality of a national sports system is based on the country's performance at the Olympics, and in Canada, this became noticeably apparent when the federal government made significant cuts in 1995 to the national sports program. The criteria used to determine the degree of success in the competitive results of high performance athletes are based on an equal appropriation of results from the Olympics and the World Championships (18% each), while other games and single sport events account for only 4% and only where the top athletes and countries who have performed well at the Olympics are participating. (Sport Canada, 1995) Non-Olympic sports suffer from these "Olympic" criteria, and thus, it is not surprising that the goal of international and national sport organizations of non-Olympic sports is to obtain official Olympic status through these other games events (e.g. the sport of squash being introduced for the first time in the 1995 Pan American Games). Certainly, the selection of the type and number of sports is an ongoing issue for international games organizations, and, in turn, affects the ability of host cities to provide the necessary facilities for all sports.

The International Olympic Committee has had an informal policy which rotates the Games from one continent to another every four years (e.g. Europe to America to Asia). However, there have been variations in the practice, and today, even though prospective bid committees abide by this practice, the decisions by the IOC do not conform to this policy. The list of candidate cities represents most continents, since the IOC has not decided before the bidding process that indeed the next Games would be selected from countries in a certain continent. Also, there is the assumption that cities must be in the bidding a number of times before they are selected as the host city. This may have some validity since most of the IOC voting members (currently 94) will be aware of previous attempts by candidate cities, as they have been on the Committee over a span of several Olympiads with their lifetime membership to age 75. However, there are variations in this practice, as witnessed by first time and successful candidate cities of Nagano (1998), and Atlanta (1996). Nonetheless, in Canada, Calgary succeeded after four tries (1964, 1968, 1972, 1988), and Montreal after four attempts (1944, 1952, 1972, 1976). It appears that officials of the Canadian Olympic Association (COA) would take the same approach with the unsuccessful bid cities of Toronto and Québec City to be the Canadian candidate cities on future Olympic bids. (Pound, Interview, 1995)

The Olympics have evolved into the largest sports, cultural, and economic undertaking in the world, with over 12,000 athletes and 10,000 media representatives from as many as 168 nations expected for the 1996 Atlanta Olympic Summer Games, compared to the original modern Games 100 years ago in Athens, Greece, with 311 athletes from 13 nations competing in 6 sports. But within that time frame, the modern Olympic Games has spurred the creation of other international games associations to organize international games events of regional or special significance to certain types of athletes and countries. Games associations and their events which have been, or may be, hosted in Canada are as follows:

a) Several university sport organizations have been involved in the historical development of the World University Games for university student athletes, first starting with the Summer Games in 1924, and the Winter Games in 1961; and since 1959, they have been organized under the auspices of the Fédération Internationale du Sport Universitaire (FISU), the International University Sports Federation.

b) The Commonwealth Games Federation (CGF) and the Commonwealth Games for athletes, representing the nations of the Commonwealth, first began with the British Empire Games in Hamilton, Ontario, in 1930;

c) The International Paralympic Committee (IPC) began the concept of an international games event for athletes with a disability at the Stoke Mandeville Games in England in 1948, leading to the first official Paralympics in 1960;

d) The Pan American Sports Organization (PASO), organizes the Pan American Games for athletes representing the nations of the Americas, commencing with Summer Games in 1951, with no Winter Games to date.

e) The Conférence des ministres de la jeunesse et des sports des pays d'expression française (CONFEJES) organizes games for athletes and artists representing the francophone nations with the first Jeux de la Francophonie (Francophone Games) in 1989; and

f) The Pacific Ocean Basin Sports Organization (POSPOR) organizes games for athletes representing the countries on the Pacific Ocean Basin with the first Pacific Ocean Games in 1995.

In Canada at the national level, the Olympic Games certainly were the catalyst in encouraging the development of a "Junior Olympics", culminating in the biennial Canada Games starting in 1967, now organized by the Canada Games Council. The Arctic Winter Games were a further regional division of the Canada Games, commencing in 1970 under the auspices of the Arctic Winter Games International Committee, although they are clearly international in scope, serving a special geographic area for nations in the arctic and northern regions. A description of the historical development of these other international and national multisport games events follows in the order that these games started.

World University Games

Probably the games most like the Olympics are the World University Games, at least in terms of the quality and number of athletes competing, and the number of countries participating. Brown & Redmond (1983) noted that 75% of athletes competing at the 1976 Montreal Olympics were university athletes, although Zemrau (Interview, 1993) believes that proportion has dropped to below 50%. But the stature of the World University Games is based on student athletes who became or may become Olympians. Even the aspiring message of the Games to strengthen international contacts, friendship and peace among student athletes is similar for participants in the Olympics.

However, the World University Games has had an auspicious history, in terms of the changes to its administrative organization. The first international games for university students were held in Rome in 1910, but they were not continued. French academic Jean Petijean from France is credited with starting the Student Games in Paris in 1923, under "the auspices of the Union Nationale des Etudiants." The following year, the Confederation Internationale des Etudiants (C.I.E.) staged a congress in Warsaw, Poland, and the delegates invited from 5 countries participated in sports competition in athletics and football. This organization met the following year in Prague with a similar competition. The C.I.E. continued to organize the games through to 1949 where all events had been held in European cities. Rome staged the University Olympic Games in 1927, with the IOC objecting to the term "Olympic", and thereafter, the games were held under the banner of the International University Games. (Redmond & Brown, 1983:22,24)

It appeared that the Soviet-based Union Internationale des Etudiants (U.I.E.), founded in 1946, was involved in the organization of the 1947 and 1949 Games, and that the Paris Games in 1947 were the last organized by the C.I.E. Redmond & Brown (1983:30) noted that the post-war Games exerted political pressure on the participants, and with Britain boycotting the Games in 1949 in Budapest, other nations followed to disentangle themselves from U.I.E. Games in the future. All this controversy led to confusion, especially among the athletes.

Thus, U.I.E. continued to stage "their" games in the Eastern Bloc countries, while a new organization, the Fédération Internationale du Sport Universitaire (FISU), or the International University Sports Federation, founded in 1948, organized "their" games in the Western European countries. However, in 1959, the FISU Games in Turin, Italy, featured the participation of U.I.E. athletes, and the fact the 1961 FISU Games were held in an Eastern Bloc country in Bulgaria (Sofia) appeared to smooth the animosity between the two groups. In 1961, they joined under the FISU banner, as for the first time the Games were held outside the European continent in Porto Allegre, Brazil. The winter version of the Games was introduced at about the same time, in 1961.

Both the summer and winter games are held every two years. Thus, there are twice as many World University Games as there are Olympiads. FISU does not have a formal rotation policy in its selection of host cities. In Canada, the selection of the Canadian candidate host city is made through the Canadian Intercollegiate Athletic Union (CIAU), and Canada has hosted the Summer Universiade Games only once, in 1983 in Edmonton. There were 2,402 athletes from 69 countries competing in 10 sports.

In the Americas, the World University Games have the distinction of being the "Anonymous Games" or "Mystery Games", since the event has been held in the Americas only on four occasions (Brazil, Mexico City, Edmonton, Buffalo). Even though the Summer Games attract about 6,000 athletes from 90 countries, the sports number only 12 (10 plus 2 demonstration sports) compared to the 25 in the Summer Olympics.

FISU is also responsible for awarding World University Championships in individual sports most of which are not in the biennial World University Games. These Championships also take place every two years but one year before the World University Games. For example, the World University Judo Championships are being held in Jonquière, Québec, in 1996, the first time such an event has been held in Canada.

Commonwealth Games

The Commonwealth Games were first proposed by England's Reverend Ashley Cooper in 1891 as a festival "to draw closer the ties between the Nations of the Empire." He suggested: "a Pan Britannic-Pan Anglican Contest and Festival... every four years of increasing the goodwill and good understanding of the Empire.... The Inter-Empire Championships were held in London, England in 1911, but it was Barry Robinson of Canada after the 1920 Olympics who proposed to a group of representatives from the British Empire that the first British Empire Games be held in Hamilton, Ontario in 1930." (Victoria Commonwealth Games Society, 1994:17).

These Games attracted 400 athletes from 11 countries competing in 6 sports. The Games have been in held in Canada on three subsequent occasions. In 1954, they were held in Vancouver, B.C. under the banner of the British Empire and Commonwealth Games with 24 countries. There was another name change to the British Commonwealth Games in 1970 in Edinburgh, Scotland. In 1978, the now-designated Commonwealth Games were held in Edmonton, Alberta with 46 countries. In the 1994 Commonwealth Games in Victoria, B.C., there was a record 64 countries involved.

The Games offer athletes from countries throughout the Commonwealth the opportunity to compete, and in certain respects they give athletes from the developing countries a higher profile than the Olympics. Nonetheless, the dominance of the developed countries, in particular England, Australia, and Canada, is still prevalent in the "medal count".

Paralympic Games

The Paralympic Games are an international competition for athletes with the following disabilities - spinal paralysis, blindness, amputations, cerebral palsy, polio sequelae, and les autres. It started, in concept, in the summer of 1948 with the Stoke Mandeville Games in Aylesbury, England, under the vision of Dr. Ludwig Guttmann. Scheduled to coincide with the 1948 Summer Olympics in London, England, the Games were Dr. Guttmann's "ultimate mission to create a global quadrennial competition that would be the disabled men and women's equivalent of the Olympic Games." (Atlanta Paralympic Organizing Committee, n.d.:1) Dr. Guttmann succeeded twelve years later in Rome, Italy, site of the 1960 Summer Olympics, where the first Summer Paralympics took place with 400 athletes from 23 countries. Since then, the Summer Paralympics have grown to attract 4,200 athletes from 85 countries competing in 15 sports (Barcelona, Spain, 1992). The Winter Paralympics started in 1976 in Ornsholdsiuk, Sweden, with 250 athletes from 14 countries, and have grown to 1,000 athletes from 31 nations competing in 6 sports (Lillehammer, Norway, 1994).

The Paralympics have been integrated with the Olympics on a consistent basis since 1988 for the Summer Games and 1992 for the Winter Games, taking place a week to 10 days after the Olympics. The rationale for this trend is to portray the performance of athletes with a disability in this period of international exposure. It allows them to use the same facilities as the Olympic athletes, and to benefit, in part, from the organizational resources of the Olympics. However, the hosting of the Paralympics with the Olympics is not a requirement for bid committees, although it is now expected. Bid committees do not appear to be fully informed of the specific financial and supportive requirements for the Paralympics, as the documentation in Olympic bids lack the same detailed information for the Paralympics.

It is difficult to assess the Paralympics in terms of their exposure to the international sporting community, since the Games occur some two weeks after the Closing Ceremonies of the Olympics, and the media networks covering them are not as extensive as for the Olympics. For example, there was no direct transmission of the 1994 Winter Paralympics to Canada. However, the International Paralympic Committee (IPC) through its member national associations is encouraging the integration of sports events for athletes with a disability into other recognized games events. The most recent example is the Commonwealth Games in Victoria in the sports of athletics, lawn bowls, and swimming. At the 1995 National Track & Field Championships in Montreal, a blind (B1) woman athlete stated that she appreciated the honour of being invited to compete in the field events (discus, javelin), and in turn the other athletes welcomed her participation. (Ljubisic, Personal communication, 1995) Such integration will assist athletes to learn from each other and share the common goal, "To be the best that one can be."

The selection of the host city for the Paralympics is done through the IOC selection process. The IPC makes its recommendation to the IOC, but otherwise the selection is dependent on the IOC's decision.

Pan American Games

The concept for a continental games event in the Americas was initiated by the Argentine Olympic Committee at a sports congress of 21 countries of the western hemisphere in 1940, saying that "such Games would build new and closer bonds among the nations of the Americas and would give the amateur athletes in the countries added international competition between each Olympiad." (MacFarlane Communication Services, 1969:29) The first Pan

American Games took place in 1951 in Buenos Aires with 19 sports. In 1967, Winnipeg hosted the Games with 1,300 athletes and officials representing 29 countries in 19 sports. Thirty-two years later in 1999, Winnipeg will host the Pan American Games, but with 33 sports and up to of 6,000 athletes from 42 countries. Thus, the scope of the Pan American Games has grown significantly, with a sports programme greater than that of the Olympics.

Some of the sports not on the Olympic programme may be on the Pan American sports programme to provide partial recognition of the sport within a major games milieu. Even though the Pan American Sports Organization (PASO) stipulates that a minimum of 20 sports be in the programme, they encourage the host National Olympic Committee to have other sports in their programme as long as that sport is practised in thirteen of its member countries (42).

The Games are held each quadrennial, the year before the Summer Olympics and the year after the Winter Olympics. Thus, the Games are well positioned as a regional games and an important competition for many athletes vying for an Olympic berth on their national teams.

Canada Games

The concept of the Canada Games had its origins as early as 1924. The Amateur Athletic Union of Canada recommended that, in addition to the concept of an all-British Empire Games, a Canadian Olympic Games be established with federal government financial assistance, to provide Canadian athletes better opportunities to earn medals at the Olympic Games. (MacCabe, 1992:10-11) However, the idea of a Canadian Olympics did not come to fruition until the National Sports Advisory Council continually lobbied federal politicians after World War II, and following remarks made by Prince Philip on the status of health and fitness among Canadians in 1959 which convinced the federal government to enact The Fitness and

Amateur Sport Act in 1961 and contribute an annual grant of $5 million towards fitness and amateur sport. This provided the means for the Council, later changed to the Canadian Amateur Sports Federation, to begin planning national winter and summer Games competitions to alternate every two years.

Québec City volunteered to host the first Canadian Winter Games in 1967 which many officials viewed primarily as a centennial project. However, given its success, and that of the newly named Canada Summer Games in Halifax-Dartmouth in 1969, the Canada Games became a major games fixture in the country. The Games are currently organized and managed by the Canada Games Council which was incorporated in 1991.

Initially, there were no policies or procedures in planning, financing, and operating the Games, although they evolved over time. The rotation policy to host the Games did not come about until the late 1980's when a federal-provincial-territorial agreement repeated the first order of hosting except to those provinces that had hosted two Games. Rotation among provinces was an unofficial policy to that time. Appendix 3 (f) shows the location of the Games, indicating that seven provinces and two cities (Saskatoon and Brandon) will have hosted the Games twice by 1999. Beyond that year, only the host provinces, not the cities have been selected. However, the location is weighted with the current three (1993, 1995,1997) in the West and the next three (1999, 2001, 2003) in the East of the country. (Canada Games Council, 1993:10)

The Canada Games Council vision states that: "The Canada Games are a high profile, national sport competition for Canadian youth from every province and territory... the Games provide an opportunity to strengthen sport development in Canada, to promote the benefits of sport, to build partnerships, and to learn about Canadian culture and values... elements combine to form an important part of the Canada Games movement." (1992:10) Canada needed a series of multisport games events to bring together the younger and developing athletes to compete in basic traditional Canadian sports similar to those offered in competition in the Olympics.

The Canada Games Council receives funding from the federal government as well as corporate private sources for its operations. However, it is up to the Host Society to generate the funding for organizing the Games, particularly from the private sector, and local and provincial governments.

The concept of the Games has definitely accrued enormous benefits for Canada. For some of the young athletes, it is a staging ground to excel and a means of paving their way to greater accomplishments in senior national championships, and international competition. For most, however, it may be an experience of a life-time, realizing their limits to success, but participating in a spirit of friendship, camaraderie, sportsmanship and national unity. In addition, it is an opportunity for coaches and officials to gather together from all parts of the country to contribute and share their experiences and programs in their respective sports.

Arctic Winter Games

The concept of the Arctic Winter Games was derived from observations made by the Commissioners of the two territorial governments at the first ever Canadian Winter Games in Québec City in 1967 that their representative athletes would be unable to compete favourably with their southern counterparts at the national level for many years to come, given the small pool of athletes and the inadequate facilities and training opportunities in the North. (Arctic Winter Games International Committee, 1994:1) The Arctic Winter Games Corporation was formed with the convening of the first Arctic Winter Games in Yellowknife in 1970, with 500 athletes, coaches, and officials from the two territories and Alaska. Appendix 3 (d) shows that the Games have been held in Canada frequently, three times in Yellowknife, twice in Whitehorse, and once each in the smaller communities of Hay River/Pine Point, Schefferville, and Slave Lake. Yellowknife has been awarded the Games for the fourth time in 1998.

The 1994 Arctic Winter Games in Slave Lake, Alberta, attracted 1,600 athletes, coaches, and officials representing four countries and seven contingents (Yukon, Northwest Territories, Northern Alberta, Alaska, Greenland and the Provinces of Magadan and Tyumen in Russia). The Games are indeed international in scope. However, they are looked upon by some officials as regional Games that serve only the Arctic and northern regions. Athletes compete in sports unique to the northern regions, and the Games offer the opportunity to share in the rich and varied cultures of their respective countries and northern regions.

The Arctic Winter Games have given the opportunity for northern residents, particularly youth, to become involved and participate in recreation and sport. These Games along with the Canada Summer and Winter Games, offer a continuous annual program of local and regional competition for athletes to represent their respective teams in these national and international games events. Every year there is a games event, even though the sports may be different. It is perhaps not surprising that 40% (60,000 people) of the Northwest Territories population is registered with Sport North Federation. This high level of participation offers a positive social outlet in small and isolated northern communities. These games events in part are the catalyst to the continuing improvement of these communities (Hurley, Interview, 1995).

Although the games events have contributed to an increase in general participation in sport in the Territories, they have not closed the competitive gaps in terms of high performance results between northern athletes and those from the ten provinces. Teams from the Yukon and Northwest Territories have placed 10, 11th and 12th consistently, but not necessarily in that order, in both the Canada Winter and Summer Games since 1967. However, there have been some individuals and sports teams earning several medals at these Games. These northern territories have produced significant results in some sports at the national and international levels.

Francophone Games

The Francophone Games were conceived at the Summit of Francophone Nations in 1987 in Québec City, with the first Games held in 1989 in Morroco. Even though the Games are intended to be held every four years, the second Games occurred in 1994 in the State of Essonce south of Paris, France, due to a one year delay because of the political situation in France. In those Games, there were 45 countries and 2,500 athletes and artists. It is as much a cultural event as a sporting competition, since almost half the participants are artists, and there are only eight sports in the games programme.

The organization for the Francophone Games is very much a political entity. They are headed by the Conference des ministres de la jeunesse et du sport des payés d'expression française (CONFEJES), a group of national governments representing francophone nations of the world along with their departments for youth, sport, and culture. In Canada, the Department of External Affairs has responsibility for the general organization for francophone representation at the Games, whereas Sport Canada is the principal Canadian government agency for all other international sporting events.

The Games are intended to rotate between the Northern Hemisphere and the Southern Hemisphere countries. In 1997 they are slated for Madagascar, and in 2001 they move to the North with an anticipated request from Canada to host the Games. Various municipalities in Canada are interested in bidding for the Games, including Ottawa-Hull, Sherbrooke-Granby, and Québec City. However, there is no current process to select the Canadian candidate city, although one is being devised by External Affairs and Sport Canada before declaring an interest to CONFEJES in 1996. (Valkov, Personal communication, 1996)

For the sports events, there are three representative and eligible units from Canada - Canada, Québec, and New Brunswick. However, ambiguity prevails as to which unit will represent which sport. In the 1994 Games, Canada was represented in athletics (track and field), men's soccer, judo, wrestling, and table tennis. Québec sent athletes in athletics, men's and women's handball, wrestling, and table tennis, while athletes under the New Brunswick banner participated in athletics and women's basketball.

The Francophone Games offer smaller developing countries, especially in Africa, a better opportunity to compete. However, France and Canada with their stronger sports programs dominate in the medal count.

Pacific Ocean Games

The Pacific Ocean Games are a recent international games event among athletes representing countries of the Pacific Ocean Basin. The first Games were held in June, 1995, in Cali, Columbia where, in fact, the Pacific Ocean Basin Sports Organization (POSPOR) was formulated. POSPOR organizers feel that these Games will offer a higher level of athletic competition given the stronger sports systems in some countries (e.g. Japan, China, and Australia) compared to other regional or continental games like the Pan American Games. However, the Pacific Ocean Games are still in its infancy, as there were only 720 athletes representing 30 out of a possible 46 countries. The selection process for candidate host cities remains vague and informal at this stage.

Like most games associations, POSPOR has by-laws, with strong ties to the Olympic ideal. Its duties, functions, and objectives contain or make reference to such Olympic terms as

"Olympic Charter of the International Olympic Committee", "Olympic Rules and Procedures", "National Olympic Committees", "Association of National Olympic Committees (ANOC)", and "International Sports Federations". (POSPOR, 1995)

It is apparent from this brief overview that most multisport games events have evolved from the Olympic Games, in order to provide athletes with regional competitions and better opportunities to train and compete in the intervening years between Olympics, with participation in the Olympics being the ultimate goal of competition. These games events offer athletes a wide array of opportunities to compete at different levels. However, many multisport games events do not provide athletes with the full range of competition necessary to compete at the Olympic level. Single sport competitive events in their respective sports are often better at providing athletes with continuing performance opportunities in preparing for the Olympics. The evolution of these single sport events will be discussed in the following section.

Single Sport Championship Events

Single sport championship events take the form of national championships, world championships, World Cup circuits, and special series or tours. Some sports, because of commonalities, are grouped together in championship events even though each has its separate national sport organization. Examples are the Aquatic Championships for swimming, diving, synchronized swimming, and waterpolo, or the Nordic Championships for cross country skiing and ski jumping.

It is difficult to summarize the historical development of single sport championship events because each sport has its separate history in the formalization of its organization and association, national and international championships, world circuits, and recognition in the games framework at the regional and Olympic levels. However, several assumptions may be made regarding the evolution of single sport championship events.

Although major games events appear to be given more attention in the sports community, the single sport championship event provides a measure of continual sports excellence to the athlete. In fact, the single sport championship event is the determining factor in an athlete's qualifying to compete at games events. However, in this milieu of events, the question to ask is which type of event is considered more important to the athlete? Since the Olympics are perceived to be the pinnacle of all athletic competition, the athlete portrays the Olympics as the ultimate goal in achievement. However, beyond the Olympics, there may be some debate which is more important: certain games events or single sport championships. Games events follow a four-year cycle (with the exception of the World University Games), whereas single sport championship events occur on an annual or biennial basis.

At the international level, single sport championship events can be divided into two groups:

1) Annual circuit or tour events which occur on a set schedule in various locations. The locations of some events may be repeated each year, such as the tennis grand slam events or the PGA golf tour. However, most events are a combination of permanent and rotating sites. For example, the world downhill ski circuit has some prestigious events at permanent locations such as Kitzbuehel, but the circuit in Canada generally rotates between Whistler and Lake Louise every other year.
2) The World Championships. These championships for most sports are normally held annually at one specific time, but for a few sports (e.g. athletics) biennially. The locations of the championships usually change from year to year.

Athletes competing in annual circuits (e.g. skiing, speed skating), are awarded points for their performances by their placing in each event, and the athlete with the most accumulated points is the "World Cup Champion". Thus, a winning athlete may have accumulated points without winning individual events but placing well in most events. A true "World Cup Champion" is the one who wins the majority of events, and accumulate the most points. However, in some sports, the title of the "World Champion", for the winner of the World Championships for that sport, may be considered more prestigious than "World Cup Champion" even though the latter is more representative of continual excellence in the sport.

In international circuit events, the best athletes for that sport are competing, regardless of the number from each country. Thus, in World Cup skiing, there may be 10 Austrians, 6 Canadians, and two Australian skiers competing in one of the ski disciplines as long as their ranking remains within the number of skiers allowed to compete as set by the International Ski Federation (FIS). On the other hand, there is a restriction in the World Championships on the number of athletes (usually four) each country is able to send to compete. In some sports, there may be specific performance standards to reach in order to qualify to compete in the World Championships.

The bidding process to host the world championships in a given sport has become as intense as hosting a major games event. There are presumed significant economic spinoffs to hosting such an event, and international sport federations, seeing the value of these championships, demand significant sanction fees to host them.

At the national level, single sport championship events can be divided into two groups:

1) Annual circuit, league, or special tour events which occur on a set schedule in various locations. In a sports league primarily for team sports, each team has a home location. The league culminates in a playoff format with the finals occurring at the home location of the two finalists. The annual circuit event may be more provincially based, and

considered as a ranking event sanctioned by the respective national sport organization (NSO) where the athletes receive points on their placing in the event. This type of event allows the NSO to develop a ranking system to employ in selecting athlete representation for the World Championships. However, the system for choosing the locations for these events is club-based in most sports, and thus, the locations vary annually.

2) The National Championships. These championships for most sports are held annually at one specific time. The location of the national championships varies annually. However, for team sports, some sport organizations have developed multiyear event packages for their national championships. Thus, at the university level, the CIAU has three-year packages to host the national championships in men's basketball in Halifax, women's volleyball in Winnipeg, and men's football and hockey in Toronto. These events are held in the same facility in the respective cities. Such arrangements facilitate the administration of the events, but more important, expand the opportunities for sponsorship, television broadcasting, and revenue generation. (Brenning, Personal communication, 1995)

The national championships normally are the deciding finale in choosing the athletes to represent the country in international events. Thus, for example, the winning team in the Canadian Brier goes on to represent Canada at the "world" Silver Broom; in the sport of squash, the top five athletes from the National Championships and the annual circuit events comprise the National Team for the World Squash Championships; and the top figure skaters from the Canadian Figure Skating Championships go on to compete in the World Championships, the number of skaters dependent on the country's performance in the previous Championships.

However, in some sports, like athletics, the athlete must meet a performance standard to qualify to compete at the international event. For example, a Canadian woman javelin athlete at the 1995 Canadian National Track and Field Championships threw 54 metres to win her event. However, she failed to qualify for the 1995 World Championships in Goteborg, Sweden, since she had not thrown the international standard of 60 metres. The goal for most athletes at this meet was to obtain the international performance standard - and, hopefully, be the National Champion as well.

Athletes will usually compete in their national championships to be the national champion. However, unless the national sport organization makes it mandatory for national carded athletes to compete in their national championships as the means of selection to the national team, athletes may decide to miss some events to compete in other more lucrative ones.

The national championship event also extends to several age groups, from the open or senior national championships to the junior and even the masters level. At each level, there are respective world championships.

With the opportunity to compete in a wide array of single sport championship events, athletes use these events as a means to train for major games events. However, there is not necessarily a clear indication of which events are considered to be the most prestigious. For Olympic sports, the Olympic Games is regarded as the ultimate event in setting high performance goals. It has the greatest number of athletes, the greatest media exposure, and the greatest commercial value for a winning athlete for those sports that do not have other competitive events on a parallel or greater level. Several sports like weightlifting and judo fit this group. For the sport of athletics, the International Amateur Athletic Federation (IAAF) has elevated the significance of the World Championships whereby the importance in being World

Champion is almost as significant as winning an Olympic Gold Medal.

New Olympic sports, such as tennis and curling, have single championship events that are more prestigious than the games event. The prestige of Wimbledon and the US Open is more important than an Olympic title, given the historical precedence that these tennis events have. However, the difference in perception depends to a large degree on the athletes competing. If all the best tennis players are competing in the Olympics, the event may rise in importance. In the team sport of curling, the Silver Broom should continue to maintain its prestige as the title of world curling supremacy, even though there is much hype being created in setting the qualifying events for selection of the national teams for the 1998 Nagano Winter Olympics.

Although non-Olympic sports have their particular single sport championships events that meet the high performance needs of their elite athletes, the international sport federations, through their national sport organizations, attempt to earn Olympic recognition. In Canada, this may be the result of the current systems in place to fund national and international sport by the federal government. Sport Canada has a policy of "core sports" related primarily to their inclusion as an Olympic sport. The funding criteria certainly favour the support of Olympic sports and downgrade the significance of non-Olympic sports. If there were no Olympics, the funding criteria would give equal weight to all sports, with the onus on the World Championships, and perhaps more on the world circuit events.

The funding criteria may set the athlete's training and competition itinerary to maximize the opportunity to earn the most points for the sport, and maintain or improve its level of funding. Thus, regardless of the athlete's regime, he or she may be influenced to compete in more and specific events against the top athletes in the world.

Facility Development through Sports Events

This section examines the impact that different types of events outlined in the previous section have on the facility development required to host these sports events. The following discussion is in the order of the presumed impact of the facility development from small to large, starting with single sport championship events and then the various games events.

Single Sport Championship Events

International facility standards are required for single sport championship events, and even the national championships, since the latter most likely is the qualifying event for the world championships or for a succeeding games event. These facility standards are set by the international sport federations.

The major difference between single sport championship events and major games events is the level of spectator attendance which is less for the former than the latter. For example, the final ski jump event at Canada Olympic Park in the 1988 Calgary Olympics attracted 80,000 spectators (albeit because of the postponement of previous scheduled events), whereas subsequent ski jumping events since the Olympics may have had 2,000 people attending. However, the facility is designed for 50,000 spectators (35,000 standing in the terraced area, and 15,000 around the rim of the bowl). In the 1995 Nordic World Ski Championships at Big Thunder in Thunder Bay, a total of 75,000 spectators attended all events, with an average at 8,000 for which the stadium facility at the base of the jump hills was designed. (McCormack, Interview, 1995) For a normal World Cup ski jumping event at Big Thunder, an attendance of 4,000 is the average. However, in the 1980's with such Canadian ski jumping athletes as Horst Bulau and local hero, Steve Collins, as many as 15,000 spectators attended the World Cup events. (Kardas, Personal communication, 1996) The variability in attendance for these different types of events is seen for other sports like bobsleigh, luge, and speed skating.

However, in setting facility standards for spectator seating, the international sport federations may be influenced by the popularity of the sport in certain countries, and apply the same standards to facilities in other countries where the sport is not as popular. Thus, in the case of the World Cup Luge Championships held in Calgary (1994), there may have been only 200 spectators scattered beside the track at Canada Olympic Park, whereas one spectator observed that for such an event held in Europe there would have been 10,000 spectators in specific stands, with standing five rows deep from the track. National sport administrators are influenced by this popularity of the sport elsewhere, and often attempt to persuade others to adopt that facility model and apply it to a site in, say, Canada with the aspiration that the sport will gain in "spectator" popularity.

There are some spectator sports where attendance between single sport and games events does not vary given their continual popularity. Attendance for figure skating at the World Championships and the Olympics, for example, will be the same where the popular events will be sold out, while seats may be available for the preliminary events.

The level of building or upgrading facilities for single sport championship events is less than for major games events due, in part, to spectator, media, and dignitary requirements, and in part on the availability of funding. In Canada, funding is the main determining factor, since monies are generally not available from the federal government for capital facility development for single sport championship events. In contrast, federal funds for games events may be provided for capital development, in some cases on specific projects (e.g. Canada Olympic Park in Calgary). Public sector funds are made available for operating expenditures for both types of events.

The number of single sport championship events held in Canada has been increasing for several reasons:

1) The hosting of major games events has increased the inventory of facilities that meet international standards, and has facilitated the hosting of single sport championships events after the games events. It is quite common to use these venues for World Cup circuit events ranging on a schedule from 1-4 years.
2) As part of the World Cup circuit schedule, international sport federations will arrange to have a number of events occur in a given area to facilitate transportation of the athletes. Thus, in North America, it is common to have an event in Canada, and another in the United States. In the sport of skiing, there are events prior to Christmas because of the better snow conditions, and generally another set of events scheduled in the later part of the season.
3) Obviously, the hosting of major games events and single sport championship events has enabled Canadian officials, both administrative and technical, to gain the experience to host subsequent events. Thus, it is common for national sport organizations to continue to bid for single sport championship events, knowing they have the resources to organize a successful event.

The tendency in hosting single sport championship events is to use existing facilities, since capital funding from senior levels of government (specifically the federal government) is not available. However, if capital improvements are required (and in most cases they are), the burden of capital financing generally falls on the municipality, supported in part by the provincial government through financial assistance programs for recreational development. Thus, even though these events are national and international in scope, with international facility standards, non-local financial support for capital development is practically non-existent. It is not surprising to notice a trend in some sports (e.g. speed skating) towards the utilization of facilities built for the major games event for which funding for capital development was available from the federal government and through the proceeds of the event (e.g. television revenues).

Nonetheless, the lack of funding for capital development for single sport championship events creates certain regional disparities in Canada in the provision of international facility development and in the hosting of international events in particular sports. These disparities will be discussed further in Chapter 5.

Since the emphasis is on using existing facilities, the facility impact of the hosting of single sport championship events must be considered as minimal. However, if facility improvements are required, the impact may be significant if the funding required offsets other funding priorities for capital development. This has been the experience in cases where municipalities have been requested by the event organizing committees to fund such improvements. Examples include upgrading of the track facilities for the three-year hosting of the Canadian Track and Field Championships (1985-87), upgrading ball diamonds for the Canadian Softball Championships (1981), both in Ottawa, and baseball stadium improvements for the World Baseball Championships (1991) in Edmonton.

Games Events

Facility development for hosting games events is described in an ascending order of presumed and relative impact on the host city or region, starting with the Francophone Games and ending with the Olympics. Reference should be made to the separate facility and economic profiles of these events in Appendices 3 (d)-(q).

Francophone Games

There are only eight sports in the Francophone Games, and none, except athletics and football (soccer), demand major facilities. In the 1994 Games in the State of Essonne to the south of Paris, there were 45 countries and 1,500 athletes. (Turgeon, Interview, 1994) Given the small range of sports and the relatively low numbers of athletes, there would be little impact in terms of facility development on the host municipalities in Canada aiming to bid for the Games. For the cities that have declared an interest, Ottawa-Hull has the necessary facilities, while a joint bid from Sherbrooke-Granby and a separate one from Québec City would focus on university facilities in those cities. Should the Francophone Games be held in Canada, it is expected there would be little impact, if any, on prospective facility development in the host city.

Arctic Winter Games

The selection of sports in the Arctic Winter Games is based on whether the sport is uniquely northern, has wide participation in the various associated countries, is a real winter or summer sport, and has potential for development (Arctic Winter Games International Committee, 1994:1). There are nineteen sports with the principal focus on the arctic sports (traditional Inuit and Dene Games), and other northern sports such as dog mushing, silhouette shooting, snowshoe biathlon, and snowshoeing. However, the Games allow for competition in the more southern winter sports such as hockey (men's and women's), figure skating, short track speed skating, curling, alpine skiing, cross country skiing, and ski biathlon, and the southern winter/summer indoor sports of gymnastics, badminton, table tennis, wrestling, basketball, volleyball, and indoor soccer.

New and upgraded facilities generated at the 1994 Games in Slave Lake, Alberta, included the addition of a twin arena and trails for the alpine and nordic ski events, and dog mushing. The twin arena was accelerated in terms of its planned development by eight years, but it would appear surprising that this small community of 6,000 people would need a second arena. The community had sufficient gymnasia and community halls to host the other events. Thus, outside of new arenas and trail development, the Arctic Winter Games does not appear to have a significant facility impact on the hosting communities.

Funding by the federal government for the Games is limited to $250,000. Thus, the ability to generate funding for capital development is restricted to the municipality, the territorial or provincial governments, and private sponsors (Appendix 3 (b)).

The Arctic Winter Games do not emphasize the facility legacy as other games events do. No national or regional sport facilities have been developed through this event. However, there is the potential to develop such centres, perhaps at the regional level, but only in sports conducive to the "sport and recreation fit" of the northern communities. For example, in the sport of cross country skiing, there was a successful high performance program in Inuvik from the 1960's to the 1980's. The program under Bjorger Pettersen's leadership inspired several youth in the Far North to take up a new sport, and excel as national champions, and for some (Sharon and Shirley Firth) as national carded athletes and Olympians. (Bryden, 1988) Perhaps because of their success, the nordic ski club in Whitehorse upgraded its facilities hosting the Junior Nationals in 1974, the Senior Nationals in 1977, the World Cup Nordic Ski Championships in 1981, and subsequently the Arctic Winter Games in 1992. Such a facility could be a regional training centre for cross country skiing for the Yukon Territory.

The Arctic Winter Games are an integral part of the recreation and sport fabric of northern communities, and they are, in part, a catalyst for improved social conditions. However, given the geographic isolation and small size of the communities, the Games are not a means of developing national or regional sport facilities.

Pacific Ocean Games

It is difficult to determine the likely facility impact of the Pacific Ocean Games since they have not been hosted in Canada, are still in its infancy, and really have not become fully legitimized given the minimal beginnings in Cali, Columbia in 1995. Ultimately the Games would be held on the West Coast if held in Canada, and a Vancouver Organizing Committee already has declared its interest in bidding to host the Games in 2001. The intent of the Organizing Committee is to use existing facilities in the Vancouver region, and, perhaps, even some facilities used for the 1994 Commonwealth Games in Victoria. (Hindmarsh, Personal communication, 1995) Much depends on the numbers of athletes expected to compete at these Games, for which there is not yet a suitable benchmark.

Commonwealth Games

The Commonwealth Games have been held in Canada on four occasions: the first British Empire Games in Hamilton in 1930; the British Empire and Commonwealth Games in Vancouver in 1954; the Commonwealth Games in Edmonton in 1978; and the XV Commonwealth Games in Victoria in 1994.

The competitive program of the Commonwealth Games has 10 sports, with athletics and gymnastics mandatory, and the other eight chosen by the Games host society. Outside the sports listed in Tables 3-2 and 3-3 for Victoria and Edmonton respectively, other sports may include archery, canoeing, fencing, judo, rowing, table tennis, and yachting. The 1994 Games marked the first time disabled sports were included (in athletics, swimming, and lawn bowls) as demonstration sports, along with field lacrosse.

The major facility development impact from the hosting of the Commonwealth Games has been the stadia for athletics, pools for aquatics, and velodromes for cycling. New stadia were built or significantly upgraded in each of the four cities: Ivor Wynne Stadium in Hamilton (still in operation); the British Empire Stadium in Vancouver (torn down in 1992, due to lack of maintenance); Commonwealth Stadium in Edmonton, the largest at 60,081 seats; and Centennial Stadium in Victoria, which was built to accommodate 30,000 spectators temporarily for the Games, but after was dismantled to its permanent 6,500 seat capacity.

The pools at Hamilton and Vancouver are outdated for international competition. The Kinsmen Pool in Edmonton is one of four international pools in Canada and economically has been a successful operation along with the Kinsmen Fieldhouse. However, the new Saanich Commonwealth Pool is an innovative leisure pool with the competitive high performance 51-metre pool, and serves as the administrative hub for the Commonwealth Centre for Sport Development (CCSD), Canada's second national sports centre for high performance sport. Also, the Saanich Pool is the first facility to have an operating trust fund to pay for the maintenance costs of the high performance pool. Overall, it provides a sound economic model for the development and operation of national sport facilities.

Velodromes were built in Edmonton and Victoria. The Argyll Velodrome in Edmonton is considered the ideal velodrome for competition in terms of the length of the track and the pitch of the banks. However, the velodrome has been non-functional between 1989-96 when major engineering errors were made to the renovations to the velodrome's surface showing that such facilities require major renovations at great expense after several years. These renovations cost $250,000 (1989 dollars) and the subsequent rehabilitation of the track in 1995-96 cost a further $125,000. The Juan de Fuca Velodrome in Victoria promises to be a viable facility given its dual use for cycling, and field sports (artificial turf infield for soccer, and field

Table 3-2: **Games Facility Profile - Commonwealth Games (Victoria, B.C. 1994)**

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	**Competition**	**Trainin**	**Warm-**	**Total**
Aquatics	Pools	1	4	1	4
• Diving	• Saanich Commonwealth Place^{N,CCSD}		2	1	
• Swimming					
• Synchro	• UV McKinnon Building		1		
	• Crystal Pool		1		
Athletics^{NHPC}	Stadium	1			1
	• UV Centennial Stadium^{U}	1			
	Tracks	1	3		4
	• UV Centennial Stadium^{U,NHPC}	1			
	• UV^{N}		1	1	
	• Oak Bay SS^{U}		1		
	• Mount Douglas SSS^{U}		1		
	Roadways	2		2	2
Badminton	Courts/Centres	/1	/2	/1	/3
	Gymnasia	/1	/2	/1	
	• UV McKinnon Building	/1		/1	
	• Claremont SS^{U}		/1		
	• Cordova Bay Badminton Hall^{U}		/1		
Boxing	Arena	1	1	1	1
	• Archie Browning Sports Centre^{U}				
Ceremonies	Stadium^{U}				1
Cycling^{NHPC}					4
• Road	Roadways^{T}	3	--	3	3
	• Highway	1			
	• Local Streets	2			
• Track	Velodrome^{N,NHPC}	1	1	1	1
	• Juan de Fuca Recreation Centre				
Gymnastics	Arena	1		1	1
• Artistic	• Memorial Arena	1		1+	
• Rhythmic	Gymnasium		2		
	• ____ School		1		
	• Armories		1		
Lacrosse (Field)^{D}	Stadium	1	1	1	1
	• Royal Athletic Park				
Lawn Bowls	Bowling Greens/Clubs	4/1	8+/2	4/1	12+/3
	• Juan de Fuca Recreation Centre	4/1		4/1	
	Other		8+/2		
Shooting	Range	1	1	1	1
• Handgun	Heals Range^{U}				
• Rifle					
Weightlifting	Theatre				1
	• Royal Theatre	1	2	1	
	Weight Room				1
	• Arbutus Junior SS		1		
Wrestling	Arena	1	1	1	1
	• Juan de Fuca Recreation Centre				

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Trainin	Warm-up	Total
Disabled Sports • Swimming	Pool • Saanich Commonwealth Place	1	1	1	1
• Athletics	Stadiums • UV Centennial Stadium	1	1	1	1
• Lawn Bowls	Bowling Greens/Clubs • Juan de Fuca Recreation Centre	4/1	4/1	4/1	4/1
TOTAL	Arenas				3
	Auditorium				1
11 Sports	Bowling Greens				12/3
21 Sites	Courts, Badminton				/3
25 Facilities	Gymnasia				5
3 Communities	Pools				4
	Ranges				1
	Roadways				5
	Sports Fields, Lacrosse				1
	Stadia				2
	Theatres				1
	Tracks				6
	• Athletic				5
	• Velodrome				1
	Villages				1
	• Athletes				1

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; ^{D} - Demonstration Sport;
HS - High School; SS - Secondary School; SSS - Senior Secondary School; U - University;
UV - University of Victoria; CCSD - Commonwealth Centre for Sport Development;
^{NHPC} - National High Performance Centre; $^{N/RHPC}$ - National/Regional High Performance Centre.
2. Totals exclude double counting of facilities.

Table 3-3: **Games Facility Profile - Commonwealth Games (Edmonton, Alberta. 1978)**

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Aquatics • Diving • Swimming • Synchro	Pools • Kinsmen Aquatic Centre^{N} • Coronation Pool • UA Pool	1	4 2 1 1	1	4
Athletics	Stadium	1			1
	• Commonwealth Stadium^{N}	1			
	Tracks	2	2	1	2
	• Strathcona HS Stadium^{U}	1	1		
	• Commonwealth Stadium^{N}	1	1	1	
	Roadways	2	1	2	2
Badminton	Gymnasium • UA	1	1	1	1
Boxing	Coliseum • Edmonton Gardens	1	1	1	1
Ceremonies	Stadium^{U}				1

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Cycling					4
• Road	Roadways^{T}	3	–	3	3
	• Highway	1			
	• Local Streets	2			
• Track	Velodrome^{N}	1	1	1	1
	• Argyll Park^{N}				
Gymnastics	Arena	1	1	1	1
• Artistic	• Northlands Arena^{N}	1	1		1
	Gymnasium	1?	1?		1?
	• ? School				
Lawn Bowls	Clubs-Greens	1	1	1	1
	• Coronation Park				
Shooting	Ranges	2	2	2	2
• Handgun	• Strathcona Range				
• Rifle	• Palomino Range (Calgary)				
Weightlifting	Theatre/Auditorium	1	1	1	1
	• Jubilee Auditorium				
Wrestling	Gymnasium	1	1	1	1
	• UA Gymnasium				
TOTAL	Arenas				1
	Auditorium				1
10 Sports	Courts, Badminton				1-?
13 Sites	Gymnasia				3
18 Facilities	Lawn Greens				1-?
1 Community	Pools				3
	Ranges				2
	Roadways				3
	Stadia				1
	Tracks				4
	• Athletic				3
	• Velodrome				1
	Villages				1
	• Athletes				1

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; HS - High School; U - University; UA - University of Alberta
2. Totals exclude double counting of facilities.

hockey), and, with a lesser pitch than Argyle Velodrome, may be more suitable to recreational cyclists, and thus, has greater use potential.

Overall, the facility development has had a greater impact on Edmonton than Victoria in terms of the additional financial responsibility for maintaining the facilities. The municipality has assumed the operation of these facilities, whereas in Victoria, responsibility has been divided between all levels of government and the University of Victoria.

World University Games

The World University Games have been held in Canada once, as the Summer Universiade in 1983 in Edmonton. There are some commonalities between the Universiade and the Commonwealth Games:

1) The number of sports is few and relatively the same (eight for the Universiade, ten for the Commonwealth Games);

2) There were four sports common to both games: aquatics; athletics, cycling, gymnastics. For these sports the same facilities were used: Kinsmen Aquatic Centre; Commonwealth Stadium; Argyle Velodrome; and Northlands Coliseum.

However, there were significant differences. First, there were more athletes from more countries participating in the Universiade. Second, many of the other sports in the Universiade (basketball, fencing, and volleyball) relied on gymnasia facilities which lacked space to accommodate the anticipated spectator requirements, especially for basketball. Thus, the main issue with respect to facility development was finding a solution to the accommodation of a basketball venue. The option chosen was the $19.5 million, 10,000 seat "Butterdome" Pavilion adjacent to the University of Alberta's Faculty of Physical Education and Recreation. The solution has provided the university and the community at large with a versatile facility, even though the operating costs put an added burden on the university's overall financial position. (Palmer, Personal communication, 1995)

There were other significant impacts. The Universiade allowed for the acceleration of planned projects on the university campus for additional student housing and a parking garage, while off campus a new $1.4 million Tennis Centre for the university was built. Outside the impact of the "Butterdome", perhaps the most perplexing facility development of the Games was the further addition of some 12,000 seats at Commonwealth Stadium. The stadium had undergone two minor expansions even after its initial development at 43,500 seats five years earlier.

The varying facility development from these two games events, so closely hosted in time in the same city, really pinpoints the underlying reason for having them. From the perspective of Mayor Ivor Dent (1977), under whose regime City Council approved the bid to host the Commonwealth Games, the event would allow the building of new and "necessary" facilities for the city, while Ed Zemrau, President of the Universiade, saw the Games doing the same for the university. (Personal communication, 1993) Regardless of the minor differences between the two events, it is surprising that there was not more coordination on the selection of the sports and the location and design of sports facilities to allow for more effective use of the facilities after these events. Part of the reason for this lack of coordination will be explained by reference to the different planning processes that took place under different providers in Chapter 6.

Paralympic Games

The Paralympics have a cooperative relationship with the Olympics. Most of the international sport facilities built or upgraded for the Olympics are used for the Paralympics which takes place about two weeks after the Olympics. Thus, the facilities have to be designed to meet the needs of athletes and spectators with varying disabilities. For the Summer Paralympics, the athletes use the same facilities as the Olympic athletes: the Olympic Stadium for athletics, and the opening and closing ceremonies; the Aquatic Centre for the swimming events; and the gymnasia for volleyball, basketball, indoor soccer, fencing, table tennis, and weightlifting. There may be some modification of floor surfaces of gymnasia for boccie and goalball for indoor competition. Non-profit or commercial sports club facilities most likely are used for lawn bowling, racquetball, tennis, archery, shooting, and yachting. Athletes in the Winter Paralympics use the same ski hills for the alpine ski events, trails for nordic skiing, sitskiing, and biathlon, and arenas for sledge hockey and ice racing.

The key element in terms of facility development for the Paralympics is proper access to the competition sites, training and warm-up areas without presenting any physical or psychological barriers. This condition applies not only to the athletic facilities but also to all other areas on the athletes' path throughout the Games period, including their accommodation at the Athletes' Village, and to cafeterias, equipment repair areas, and shopping areas, as well as horizontal and vertical transportation.

These special requirements in terms of facility design and movement must be recognized in the planning of venue location, facilities, accommodation, and transportation systems to ensure that the experience for the athlete at the Games is as much a highlight in their athletic careers as it is for Olympic athletes. These same concerns apply to access and seating for spectators and athletes with a disability who watch the events.

The Paralympics, given their integration with the Olympics facilities, could be construed as having a major facility impact on the host city, and indeed this impact is discussed further below in the section on the Olympic impact. However, the Paralympics have a more important and positive impact on facility development, namely the recognition and implementation of specific needs for persons with a disability whether they be athletes or spectators. The Paralympics offer opportunities to add to the quality of life for persons with a disability, and hopefully, the type of facility development done in the host city will be repeated in other communities of the host country.

What is done at the Paralympics can be a guide for other games events which are beginning to recognize the significance of integrating events for athletes with a disability. The

1994 Victoria Commonwealth Games were the first major international games event in which athletes with a disability participated as members of their national teams. Wheelchair athletes took part in track (and in the marathon), while visually impaired athletes competed in lawn bowls, and athletes in the functional (S9) class went into the 100-metre swimming events. Overall, there were 55 athletes with a disability from 10 countries. Including these athletes with a disability in the games will send a "strong global message that (they) have a rightful place in competitive sports." (VCGS, 1994:112-113) But, integration in other games events enables organizing committees to ensure that facilities will be built and upgraded to specific barrier free standards which have been so prevalent in facilities used for the Paralympics.

This integration has filtered down to national games events: there were 100 athletes with a disability who participated in the skiing and wheelchair basketball competitions with full medal status as part of the 1995 Canada Winter Games in Grande Prairie and Jasper.

Pan American Games

Winnipeg has been the only city in Canada to host the Pan American Games (1967) and it will be the host again for the 1999 Games. This 32-year gap in the hosting of these Games provides a unique opportunity to assess the facility development impact from a number of perspectives (Appendix 3 (j)):

1) The additional number of sports from the 1967 to 1999 Games is, in part, a measure of the additional facility development requirements to host the 1999 Games. There will be an addition of 14 sports from the 1967 Games, from 19 to 33 sports. The facilities required for these 14 sports are: gymnasia for badminton and table tennis; arenas and gymnasia for handball and taekwondo; an arena and outdoor asphalt track for roller sports; sports fields for field hockey and softball; court facilities for racquetball and

squash; a range for archery; bowling lane facilities for bowling; and similar facilities for modern pentathlon and triathlon as are used for the individual sports in those events.

2) The difference in the numbers of sports in the 1967 and 1999 Games' programme is, in part, a reflection of previously non-Olympic sports being recognized as Olympic sports by the IOC during that period. As well, it may be presumed that the group of non-Olympic sports is in the position of attempting to be recognized in the Olympic programme through their respective international sport federations. Of the 14 additional sports, six are now Olympic sports: archery, badminton, handball, field hockey, modern pentathlon and table tennis.

3) The additional numbers of athletes, teams in team sports, and number of representative countries is, in part, a measure of the additional facilities necessary to meet training requirements. Although not all the information is available on the location and number of these training facilities for the 1999 Games and more research is required on the training facilities for those in 1967, no doubt there is a significant difference between the two games events.

4) The scale of development required to upgrade existing facilities built for the 1967 Games may be, in part, a measure of the need to upgrade the facilities as part of the life-cycle management plan for them, and, in part, the requirement to meet new international sport facility standards. For example, the addition of a 50-metre warm-up pool to the 1967 Pan-Am Pool is a reflection of the revised standards for international pools for the Olympics and the World Championships set by FINA, the international sport federation for aquatic sports. This type of standard is preferred even for regional games like the Pan American Games.

5) Further to the above, the costs to build and upgrade facilities are a measure of the degree to which these costs are attributed to the facilities required for the Games or for the community as a whole. Many of the facilities being used for the 1999 Games were built or upgraded through the $15 million Tripartite Agreement (1987) which was designed to prepare the City of Winnipeg to host the 1990 Western Canada Games. However, the hidden agenda in this facility development was to position the City for bidding for the 1999 Pan American Games. More details of this development will be discussed in Chapter 5.

Although there are already three high performance centres either at the national or national/regional level in athletics, rhythmic gymnastics, and wrestling, all located at the University of Manitoba, the Winnipeg Pan American Bid Committee proposed the creation of the PASO (Pan American Sports Organization) Training Centre also at the University of Manitoba, - although, unfortunately, with no provision for funding the ongoing operation of the Centre. The present Organizing Committee is investigating means to obtain this funding.

Canada Games

Perhaps the one games event that has had the most significant facility impact on host communities and regions have been the Canada Games. The scale of development in terms of spectator requirements and costs is, however, quite different than the impact of Olympic facilities built in Montreal and Calgary. But, since the Canada Games has been held in so many communities (14), in every province throughout Canada, facility development has had a broader regional impact. The Games have left a substantial facility legacy: in total, over $110 million has been invested in facilities required for the Games, some more intensive than others.

In most cases, the host communities already had the facilities to host the Games.

However, there have been some Games that have been regionalized because a single community could not host all events itself. Most recent are the 1995 Games in Grande Prairie and Jasper (400 km apart), where the alpine ski events and the demonstration sport of wheelchair basketball took place in Jasper, with remaining events in Grande Prairie. The most famous "regional" Games were in Lethbridge (1975) where several events took place as far as 100 kilometres from the host community. In fact, the scope and nature of such sports as canoeing, rowing, and sailing normally depend on outlying communities and regional recreation resources such as waterways to host these events. Ice arenas are another example where facilities are needed in communities surrounding the host city to hold all the hockey, figure skating, and short track speed skating events.

The range of facilities depends on the selection of sports for the Games programme. The sports agenda is intended to be set for the next two successive sets of Games where the host cities/regions have yet to be determined. Thus, although the agenda had been set for Corner Brook when it had made its bid in 1994 to host the Winter Games in 1999, the Canada Games Council has approved a revised sports agenda in 1995 for the Games in 2001, 2003, and 2005. Dropped from the programme for the Summer Games to be held in Ontario in 2001 are archery and water skiing, while the sports of canoeing (women), mountain biking (cross country and downhill), and beach volleyball are added. For the Winter Games in New Brunswick in 2003 there will be no weightlifting while indoor archery and freestyle skiing (aerials and moguls) will be added. (Gallant, Personal communication, 1996) The sport selection process is related, in part, to participation throughout Canada in the sports: 7 provinces and territories must have participation and representation at the Games through their provincial and national sport organizations. Other more subjective criteria include size of membership, marketability, gender equity, and the status of domestic and high performance programs. (Canada Games Council, 1993:8)

Under the Canada Games Council's definition of a sport, and to include team sports by gender as separate sports, there is a total of 45 sports - 23 sports for the Winter Games (Corner Brook and Grande Prairie), and 22 for the Summer Games (Brandon and Kamloops). However, using the definition of a sport regardless of gender, the number of sports totals 39 - 21 sports for the Winter Games, and 18 for the Summer Games. Even though another 18 national sport organizations have indicated their willingness to join the Canada Games programme, their inclusion is limited because of funding and community size with respect to the provision of adequate competitive facilities, athlete accommodation, and human resources to organize the events. (Canada Games Council, 1993:8)

With a set sports agenda, host cities have no flexibility to choose sports which may be more reflective of their "recreation fit" or "sports fit." This may cause some concern in host communities that have no evidence of the sport, such as in Corner Brook, Newfoundland, host community of the Winter Games in 1999, in the sports of squash and long track speed skating where there are no clubs or facilities in either sport. Although there is an appropriate site for a speed skating oval, the concern is the continued maintenance of the oval, after the Games where the costs of the normal high amount of snowfall may be prohibitive for the municipality to afford. (Kennedy, Personal communication, 1995) Even the addition of some sports (e.g. mountain biking, canoeing) to the sports programme may have apparent environmental implications to meet the international facility standards set by the national sport organizations for the event. (Nye, Personal communication, 1996)

It was apparent initially to the Canadian Amateur Sports Federation that some cost-shared funding among the government partners was necessary to build the facilities required for the events. Thus, before the Québec Games in 1967, it was agreed that the funding indicated in Bill C-131 (1961) could be extended to capital development without changing the legislation. Starting with the 1969 Games in Halifax-Dartmouth, the federal and provincial governments, and host municipalities cost-shared equally (one-third) the capital costs. The federal government assumed the majority of the operating costs, and the transportation costs for the athletes to the Games. For example, the total costs of the 1985 Summer Games in Saint John, New Brunswick were $22 million, of which the federal government paid half. The total capital costs were $15 million, of which the federal government paid its one-third share of $5 million, with the other government partners (Province of New Brunswick, City of Saint John) equally contributing the other $10 million. Included in the capital costs was the $9 million aquatic facility. (MacCabe, 1992:125)

There have been some variations in the cost-sharing formula for capital and total costs. For example, at the Summer Games in St. John's, Newfoundland, in 1977, the capital costs had risen from previous estimates to $8 million, including the Aquarena at $4.5 million. But the province contributed $5.2 million, above its normal share. (MacCabe, 1992:85) Despite the variations, this open-ended funding agreement remained intact until 1993, when it was realized by the Canada Games Council that this financial arrangement needed to be reviewed, given the growing stature, size, and costs of the Games. Thus, it was agreed that the federal government would pay 52% of the operating costs and continue to cover the travel costs for all participants, with the remaining 48% being divided between the host province and the host Games society. Generally, the Host Society raises its funds through ticket sales and private sector sponsorship, of which the latter has been buoyed by the Friends of the Games. As shown in Appendix 3 (i), capital expenses are set at $6 million, $2 million per government partner, again on the one-third formula pattern for the Halifax-Dartmouth Summer Games. (MacCabe, 1992:19) However, it is a closed arrangement on capital development, rather than the open ended agreement that had been in place from 1967 to 1991.

In the case of the Summer Games, the intensive facility development is focused on a track and field complex, swimming pools, and sport fields. For example, new track and field facilities were built in Halifax (1969 - $200,000), St. John's (1977 - $2 million), Thunder Bay (1981), Saint John (1985 - $3.5 million), and Kamloops (1993 - $1.4 million). New 50-metre pools were developed at Halifax (1969), New Westminster (1973 - $1.2 million), St. John's (1977 - $4.5 million), Brandon (1979), Saint John (1985 - $9 million), Saskatoon (1989 (addition) - $3.5 million), and Kamloops (1993 - $6.8 million). There have been some innovative engineering solutions to provide rowing/canoeing courses at Dartmouth (1969 - $25,000), and New Westminster (1973).

For the Winter Games, major facility development has focused on arenas for hockey and figure skating. New arenas were built at Lethbridge (1975 - $4 million), Brandon (1979), Cape Breton (1987 - $14.0 million), Charlottetown (1991 - $13.4 million), and Grande Prairie (1995 - $5.3 million). However, ski events in both nordic and alpine disciplines have produced new facilities, the most famous being the building of an entire ski mountain at Blackstrap southeast of Saskatoon for the 1971 Winter Games. New nordic ski trails with accompanying ski chalets were built at Cape Breton (1987) and Grande Prairie (1995 - $1.5 million). Even though the new funding agreement has been in effect for the past two Games (Kamloops, 1993; and Grande Prairie / Jasper, 1995), capital development has exceeded the budget envelope of $6 million, with the host municipalities paying the costs over and above the $6 million budget envelope.

The framework for the organization of the Games is set by the Canada Games Council in close cooperation with the national and provincial sport organizations (PSOs) for the respective sports in the Games programme. The NSOs and PSOs establish their procedures and guidelines for running the individual sports events. Thus, they are in a position to recommend and enforce the facility requirements for their events. As a result, the Canada Games Council has some guidelines in its bid procedures to prospective host communities regarding facility requirements. The standards set by the sport organizations primarily reflect those of the international sport federations. They do not reflect on the athletes competing in terms of their stage of development.

The Canada Games are aimed for participation by youth. The age restrictions may vary by sport (e.g. 21 and under for swimming; 19 and under for squash), however, the average age for the 1993 Summer Games in Kamloops was 19 years. (Gallant, Personal communication, 1996) More important, though, carded athletes at the national level (A, B, and C) are excluded. Thus, for such sports as gymnastics or swimming where it is expected that some of Canada's carded athletes are in that age group, those athletes are not eligible to participate in the Games. The Games are intended as a staging ground for developing athletes who aspire to proceed to the national and international arena of sports competition. Thus, since the facilities are being built or upgraded for developing-type athletes, and the Games are being held in smaller communities, the question to be asked is: should there be a requirement to have international level facilities for these Games, and for which sports? This issue will be further debated in Chapters 4 and 6 using such facilities as 50-metre swimming pools as a case study.

In terms of the impact of the Canada Games in developing a legacy for high performance centres, there have been seven centres that have emerged as a result of the facility development from the Games. This represents almost 25% of the 30 such centres which have been established from the legacy in hosting major games events. Even though the intent of the Canada Games Council is to develop a legacy, the experience with the recent 1995 Canada Winter Games in Grande Prairie and Jasper is that the implementation of the concept of high performance centres was not an integral part of ongoing planning the Games. Even though the smaller communities in which these Games are held do not have the same support systems that athletes need, there is some potential to create regional high performance centres, even in a community like Grande Prairie with its excellent sports facilities and support services at the Grande Prairie Regional College. (Stevens, Personal communication. 1995).

However, regardless of the number of facilities that have been built or upgraded for the Games, there are a number of questions that must be raised to determine their true legacy. They are:

a) To what extent are the facilities being used, first by the general public, and second by competitive athletes?

b) Are the facilities beyond the scope of the host municipality or region to maintain and operate? Is it necessary to have an endowment fund from the provincial and the federal governments to maintain the facility?

c) Should the Games return to the same host city or region to take advantage of the capital investment, or are there other municipalities or regions within the host province that will enhance facilities and, in turn, enhance the possible development of regional or national training centres for sport development?

These questions will be addressed in succeeding chapters.

Olympic Games

No doubt cities (and the regions and countries of these cities) vying for the honour of hosting the Olympics do so, in part, to boost their image to the world, and it is within this context that sports and ancillary facilities being built and upgraded to hold this event symbolize all that the Olympics are made out to be, and become permanent landmarks for many years to come. Even though Canada has had only two Olympic Games, these events have had the largest impact on facility development on the host cities and regions.

Excluding the number of sports that may be divided into separate disciplines (e.g. aquatics into four - swimming, diving, synchro, and waterpolo), there are 38 sports in the Olympic programme: 13 in the Winter Games (Québec City 2002 proposal); and 25 in the Summer Games (Toronto 1996 proposal). The number of sports has been increasing steadily, as international sport federations seek to gain recognition by the International Olympic Committee (IOC), first as a demonstration sport (e.g., curling and short track speed skating in the 1988 Calgary Olympics), and finally as an officially sanctioned Olympic sport (e.g. curling at the 1998 Nagano Winter Olympics; and short track speed skating at the 1994 Lillehammer Olympics). Some sports (e.g., beach volleyball at the 1996 Atlanta Olympics) may be approved as a demonstration sport because of their mass popularity to participants and spectators, and their appeal to television audiences, with the accruing benefits in drawing more television rights revenues for the IOC and games organizing committee.

From the 1976 Montreal Olympics to the 1996 Toronto Olympic bid, there was an increase of four sports (badminton, baseball, table tennis, and tennis). The additional facility impact would have resulted principally in a significant upgrade of baseball stadiums in Ste. Catharines and Kitchener in terms of additional spectator seating, and more courts for training and a significant upgrade of Centre Court at the National Tennis Centre at York University. The other two sports would not have had any facility impact because Varsity Arena would have been the venue for judo as well as badminton, and table tennis would have been accommodated at the new Markham Olympic Sports Centre in conjunction with some of the aquatic events. For the Winter Olympics, the increase from the 1988 Calgary Olympics to the Québec City bid proposal for the 2002 Games was just one sport - snowboarding, which would not have had any additional impact on new facilities since it could have been accommodated within the existing ski development at Mont Ste. Anne.

The introduction of new sports, particularly team sports, does have a facility impact, but it is the increasing numbers of athletes and countries in individual sports, as well as an increase in the number of countries allowed in team sports (e.g. 24 versus 28 teams in men's soccer) that has had a greater impact, particularly in the number of training facilities required. In the case of the Summer Olympics, there was a major difference in the number of venue sites and facilities between the 1976 Montreal Olympics at 55 sites and 65 facilities, and the proposed 1996 Olympics in Toronto at 97 sites and 100 facilities, resulting in an addition of 42 sites and 35 facilities. This is related, in part, to a number of sports facilities being located at compact sites like Montreal Olympic Park, whereas the three principal facilities for Toronto - SkyDome, the proposed new Olympic Stadium on the CNE Grounds, and new Aquatic Centre - even though located close together on the waterfront, are considered as three separate sites.

Although training sites do not require any spectator seating, there are specific requirements stipulated by the international sport federations with respect to facility dimensions, surfaces, access, and ancillary components. Of course, these requirements are repeated in the competition venues but with the additional emphasis on spectator seating, warm-up areas for the athletes, access points for various members of the Olympic family, office equipment, security, doping facilities, lighting, and broadcasting.

More so than any other games event, the Olympics demand the highest spectator requirements at the competition venues. The main facility - the stadium for the Opening and Closing Ceremonies, and site for the athletics, football, and final equestrian events - generally requires a seating capacity of 70,000 (25,000 for the Winter Games arenas) as recommended in the IOC Manual (1992:59). However, seldom do such "Olympic" stadia built in Canada or elsewhere meet their seating capacities for the intended long-term purpose of the facility - usually professional team sport. The IOC cautions that, "The needs during the Olympic games and in the post-Olympic period may differ.... It is therefore necessary to study the possibility of bridging the gap between the two sets of requirements by creating facilities which may be put to other uses after the Games." This was practised to a degree with Calgary's McMahon Stadium which was used only for the Ceremonies. The stadium's permanent seating capacity was raised from 32,500 to 38,000. In past expansions the McMahon Stadium Society would only consider an expansion if the attendance had reached an average of 90% capacity. There may have been this support to expand the stadium capacity in 1988, however, the attendance for Calgary Stampeders football games over the eight-year period since the Olympics has shown an average (announced) attendance of 24,745 with 20% of the games within 90% or over the previous 32,500 seating capacity. The turnstile attendance is 4,735 less for an average of 20,010 with 6.7% of games within the same range. (Canadian Football League, Personal communication, 1996; Haverstock, Interview, 1995) Even though these attendance statistics would question the demand for the 1988 expansion, the significant development in "bridging the gap" was to provide temporary seating to meet the demand for attendance at the Olympic Opening and Closing Ceremonies. Originally, the plan was to provide a combination of 50,000 seats (38,500 permanent, 11,500 temporary). However, with the increased demand for tickets, the temporary seating was raised to 21,500, to bring the overall capacity to 60,000.

The hosting of the Olympics in Canada has provided several national and regional sports facilities, more in the former category. The legacy of the Montreal Olympics in terms of high performance sport has been the Claude Robillard Centre, a multisport complex which is the national training centre for five sports (athletics, baseball, boxing, handball, and soccer), and is used by another thirteen local elite sports clubs. There are some other facilities which were significantly upgraded for the Olympics (including Pierre Charbonneau Centre for gymnastics, and Maurice Richard Arena for short track speed skating, both on the Montreal Olympic Park site) and are now used as national high performance centres. Calgary is best known for the use of the Olympic competition venues as national high performance centres for five winter sports (alpine skiing, speed skating, hockey, bobsleigh, and luge), and these have been integrated with two summer sports (volleyball, swimming) to form the first ever National Sports Centre housed at the University of Calgary (NSCC).

Summary

This chapter has provided the background setting that high performance athletes strive for - the opportunity to compete in national and international competition. Much has changed since the modern games movement started a century ago with the formalization of the Olympic Games in 1896. But the Olympic Games were the catalyst for a multitude of other international, continental, and regional games, along with the proliferation of individual single sport events, either as significant sporting events in their respective sports, or as weekly competitions as part of a formalized tour or circuit. Today, athletes have many opportunities to compete, more than is both economically and physically possible, and choices have to be made to meet one's athletic goals. For Canadian athletes, these goals include competing in national championships, and international games and single sport events. In some ways, the availability and the proliferation of events, both major games and single sport, can both enhance or deter the athlete's training to reach competitive goals in winning an Olympic Gold Medal, a World Championship, or being on top of the sports circuit.

In addressing Proposition #1, the analysis has supported the ad hoc evolution and variance in scale of national sport facilities across Canada. Outside the Canada Games and the

Arctic Winter Games, the allocation of the international games events is sporadic, both in time and place, given the nature of the global bidding process, and yet the facility impact on the host cities and regions is far greater than the national games events. This impact is related to: the location of the facility and its post-event use; the incorporation of international standards in the design of the facility; and the increased costs of the facility because of the nature and the image that certain sports events are expected to portray.

However, Proposition #1 is not fully supported by the analysis with respect to the hosting of single sport championship events. There is a trend to host these events at existing facilities which have been developed through the prior hosting of major games events. In these cases, the ad hoc evolution is non-existent because: the facility impact is minimal since the facilities are already designed to international standards; and they were built for the purpose of hosting post-games events. On the other hand, the Proposition is supported for single sport championship events which are held in locations outside the major games milieu, as the facilities in most cases must be upgraded for the event, but without the financial support specifically from senior levels of government (and possibly television revenues). Thus, there remains a dichotomy in some national sport facilities in certain sports where international events of either type have been held, yet because of the event and the funding, they have different scenarios in which they are operated in the post-event era.

Chapter 4

BENEFITS FROM FACILITY DEVELOPMENT THROUGH SPORTS EVENTS

This chapter examines Proposition #2, the degree to which **SPORT** has benefited from facility development through the hosting of sports events. This states that "**the development of national sport facilities through the hosting of major sports events has been made possible largely because of claims of community, sport and athlete benefits which, for the most part, have not been borne out by subsequent information on post-event use**." The actual implementation of these benefits is examined from the perspective of the following: expected benefits expressed in the bid documentation; provisions in legal agreements executed between the games associations, sport organizations and federations, the host organizing committee, and the facility operators/owners; and the degree to which national sport facilities built from major games events have fulfilled the legacy that the bid/organizing committee had intended. This examination focuses on statements that allude to the purpose and use of these facilities for high performance sport, and compares those provisions to actual use by high performance athletes.

The benefits of major games and single sport championship events fall into five categories each of which will be discussed at length. They are:

1) Community Image and Unity;
2) Human Legacy - Organizing Committee and Volunteers;
3) Athlete Legacy;
4) Facility Legacy; and
5) Sport Development Legacy.

Community Image and Unity

Major games events provide the opportunity to convey to a defined audience the image of the host city/region over a period of time, usually 10 days to three weeks. Of course, the promotion of the event prior to its happening also adds to the image. The impetus to bolster the community image may be:

a) politically motivated for political gain (e.g. 1976 Montreal Summer Olympics and Mayor Jean Drapeau);

b) for national progress and international recognition (e.g. 1988 Seoul Summer Olympics);

c) economically stimulated from the business community; and

d) envisioned for the development of sport (e.g. 1988 Calgary Winter Olympics).

The national Canada Games offer the opportunity for relatively small host communities to display their image and hospitality to the nation, for example, "to create a national focus on Northern Alberta." (1995 Grande Prairie Canada Winter Games) Jim Kennedy, General Manager of Corner Brook, Newfoundland, the host city for the next Canada Winter Games in 1999, stated: "You can't buy the exposure that will be done through television to the rest of Canada, that hosting the Canada Games will provide." (Interview, 1995) However, it is questionable whether a community hosting a Canada Games event would gain from increased business and tourism in the post-Games period because of: the relative small community population; relative remoteness in location; and limited exposure on national television - usually no more than one hour per evening during the Games period.

The 1994 Commonwealth Games demonstrate the image and unity theme throughout the entire period, from the bid selection process to the actual hosting of the event. Jim Durrell, (former) Mayor of Ottawa, reflected on the rationale for bidding for the Games: "We had a magnificent city, but the average Canadian has no idea how fabulous it was. Ottawa was highly respected internationally, on the other hand not highly recognized. And so, I viewed it (the Games) as an opportunity to take Ottawa, not as the federal government town, but as a city and a capital city, and put it on the international stage.... Equally important (and in addition to the expected infrastructure and sport facility development) was that national and international games have pulled cities together. It would have pulled our city together." (Interview, 1994) Ottawa and seven other Canadian cities lost the national bid to Victoria to host the Games. In the bid document (1988) to the Commonwealth Games Federation, the political leaders and sports officials of the Victoria Bid Committee stated the city's purpose in hosting the Games:

> "We chose Victoria because it is an ideal sized city and we believe it can host the best-ever Commonwealth Games." (Ivor Dent, President, The Commonwealth Games Association of Canada Inc.);
>
> "Our Board of Directors have reached out to our community and we have received strong support from all sectors, from the sports community, from the business community, from the University, and from our Government." (David Black, Chairman, Victoria Commonwealth Games Association);
>
> "Seldom is a community so tightly drawn together behind a single purpose. Canada's Invitation to The Federation to award The 1994 Commonwealth Games to Victoria is one such time.... With the full support of all of our communities, we deeply appreciate the role of The Commonwealth Games in celebrating the unity of mankind, the joy of achievement and the pleasure of new friends." (Gretchen Brewin, Mayor, City of Victoria);
>
> "The Province of British Columbia is strongly supportive of amateur athletics and would be proud to see the Games held in our capital city.... Canada and British Columbia gained a well-deserved reputation as excellent hosts from the very successful 1986 World Exposition in Vancouver and more recently the 1987 Commonwealth Heads of Government Meeting." (William N. Vander Zalm, Premier); and
>
> "The special role of the Commonwealth in international relations is unique and valued and The Games are an important manifestation of the Commonwealth." (Brian Mulroney, Prime Minister)

However, after Victoria won the international bid, that "strong support" from the various "communities" folded, in part, with changes in elected and appointed political leaders and university administrators formerly involved in the bid process. The new decision makers did not have necessarily the same outlook in hosting the Games or perceive the same expected benefits to the community. Whatever organizational structure existed between the stakeholders soon dissolved, and it was some time before the Victoria Commonwealth Games Society was able to negotiate with these "new" stakeholders, albeit with a much different plan for the competition venues and the Opening Ceremonies. Ivor Dent, current Board Member and Past-President of the Commonwealth Games Association of Canada, said that before the Games:

> "As a national organization, we forgot one thing, and that is to realize that where you didn't have a unitary form of municipal government, then you had better get the support of the local body or the counterpart to what you would have with a unitary form of government. We failed to do that, so therefore we didn't get the commitment of the municipality.... Of course, neither the federal government nor the province thought of this particular situation either. No one really thought about it because the experience with games events had been with Montreal, Calgary, Edmonton, and Winnipeg, all of which, if they didn't have a municipal council or metropolitan government, at least they had one large core city, because Victoria itself is smaller than Saanich, and therefore, we were working with a city that had something like 65,000 people in a metropolitan area of 250,000. Saanich was onside pretty well at the time, but as far as the other municipalities were concerned, none of the cities, including Victoria, made any strong, definite commitment to financially hosting the Games. And the governments, it seemed, just presumed that the cities had it together.... Endorsation doesn't mean financial commitment, and unfortunately, going for a bid, that should be spelled out. It is one of the oversights in the bidding process which doesn't exist at the international level, and we (CGAC) never thought of it ourselves. Going for a bid should be certain ahead of time that there is a group or a single authority that's going to accept the responsibility for these Games. Let them then in turn make the deals with the other municipalities should more than one exist. They could do this in advance if necessary. Ottawa did it that way. The bid from Ottawa was coming from the regional municipality." (Interview, 1994)

Despite these initial organizational glitches, the Commonwealth Games in the Greater Victoria Region attracted the most athletes from the greatest number of participant countries (64). George Heller, President of the Victoria Commonwealth Games Society, summed the feelings of success in his closing message:

> "Greater Victoria brought together thousands of representatives from one-quarter of the world's population in a magnificent celebration of sports and culture before an audience of more than half a billion people... it created fellowship, friendship, and a feeling of belonging.... We, as Canadians and British Columbians, demonstrated to the world the best of what we are; a caring, thoughtful people, organized and committed, secure in what we believe, yet open to learning and sharing with others.... What a time it was to live in Victoria!... By all measurements, the Games have been judged a great success nationally and internationally, and here in Greater Victoria they are a great source of collective pride." (1994:169)

Other international games events held in Canada have displayed the same type of pride and positive outlook, but the Calgary Olympics seemed to offer the opportunity for even a greater community image, one anticipated by the Organizing Committee and other games officials to be ever-lasting in the economic spinoffs in terms of enhanced tourism.

Today, the Calgary Olympic sites, at least in the urban area, are tourist attractions, part of the tourist bus tours in the city. Thus, tourists who most likely come to Calgary for other more popular attractions such as the Calgary Stampede see and experience the Olympic spirit in their visits to the Olympic Plaza downtown, the Olympic Oval at the University of Calgary, and, most important, Canada Olympic Park, where the Olympic Hall of Fame is located. Also, the Olympic venues are indeed significant Calgary landmarks, particularly the 90-metre jump tower, the highest "artificial" elevation in Calgary. Thus, the image of the Olympics portrayed in 1988 is continually reinforced with tourists visiting the sites, even more so if they are able to see high performance athletes in action either in training or in competition.

However, hosting an event like the Olympics does not necessarily bring in more tourists after the event. It has been argued that the Winter Olympics in Calgary have not had any significant influence in enhancing tourism in the post-Games period. Whitson & Macintosh (1993) observed that: "the effects of the Olympic Games as a promotional device remain difficult to measure, and as the years pass it will become increasingly difficult to attribute tourist development to the Olympics, as opposed to economic conditions or subsequent promotional efforts." (1993:232) However, empirical data on skier visits at the Rocky Mountain ski areas before and after the Calgary Olympics provide some insight into the degree of tourism impact from the Olympics. Generally, it would have been expected that these ski areas would benefit from the hosting of the Olympics. However, the evidence indicates otherwise. Skier visits in the regional ski areas and resorts have not increased significantly since 1985-86, even with the addition of Mount Nakiska in 1987. The Alberta Ski Survey (1976) had projected a medium annual increase of 2%. However, the 1985-86 figure of 1,142,000 has been surpassed only 5 times in the succeeding 8 years to 1993-94, with a high of 1,361,300 skier visits in 1990-91. Mount Nakiska with 136,800 skier visits has represented 10% of that increase. However, from a tourism perspective, with 90% of skiers coming from the Calgary and the rest of Alberta, the impact has been minimal. As the Manager of Operations stated: "The successful requirements of an alpine ski area are on-site accommodation (ski chalets) and hot tubs!", something that Mount Nakiska lacks in abundance. (Blackstaff, Personal communication, 1994) The major increase in the tourism market in the Rocky Mountain ski areas is attributed to the expansion of existing facilities in the national parks which would have occurred even without the Olympic Games in 1988. (Locke, Interview, 1995; and Appendix 4 (g)) In fact, the staging of the Olympics at Mount Nakiska had a negative economic impact on the regional ski areas. Skier visits dropped by 16.2% in the Olympic year due to the high number of people who normally skiied at these ski areas but could not since they spent their time in volunteering to organize the alpine events at Mount Nakiska.

In the case of the Montreal Olympics, the mandate of the Olympic Installations Board has shifted from sport to tourism as it attempts to bolster the tourism potential of the entire Pôle Maisonneuve which includes Montreal Olympic Park and the Botanical Gardens. The conversion of the underused Velodrome to a tourism-related Biodome produced an increase of 700,000 visits, or 250% for that facility. Since 1986, nineteen studies have been done to determine the feasibility of proposals most of which are intended to enhance the tourism positioning of Pôle Maisonneuve within the City of Montreal by utilizing the vacant space at the Olympic Stadium and Tower, and on the Olympic Park site itself. Such proposals have included the development of a casino, omnimax, and science and technology museum.

The other part of the community image theme is conveyed through the "unity" message. It is perhaps more pronounced at the international level. The Olympic Movement prides itself on bringing the nations of the world together in an atmosphere of peace: among qualified athletes representing their countries on the competitive field; through continual cultural activities from the host country, and various nations; and through the international composition of the individual sport federations. The Opening Ceremony is the showpiece to convey this unity message, usually in the main stadium or arena, and is intended to have a major impact on the world, and even more so on the host community. Such ceremonies are, in part, the impetus of communities to host major events to bolster their image to a defined audience.

The motto for the Canada Games, "unity through sport", was conceived by the sports administrators for the first Canadian Winter Games in Québec City in 1967, having "in mind to strengthen mutual understanding and friendship, and to bring closer the amateur athletes and the 20 million members of our Canadian family." (MacCabe, 1992:29) This "bringing together" of young athletes, officials, and dignitaries from every province and territory has the appearance of an opportunity for these people to learn from each other about other regions in

Canada. As one athlete (Ann Dodge, canoeist) reflected, "The Games for many very young people were an extremely positive event.... Anything that brings our great country together, makes us all closer, is a super idea." (158) For example, there was a strong political statement towards the concerns of the sovereignty issue in the Province of Québec at the 1995 Canada Winter Games in Grande Prairie and Jasper as some athletes wore labels stating, "My Canada Games includes Québec." The Canada Games represents a partnership between communities, provinces/territories, national/federal organizations and agencies, and the corporate sector in promoting public policy and societal expectations of Canadians, while promoting Canadian unity and understanding through sport.

Although the Canada Games is a rewarding and positive experience, it is difficult to determine whether the individual athlete or official continues to liaise with people from other provinces or territories after the event. Of course, a few athletes will continue to meet at national championships in their respective sports, and some may continue to compete at the international level. However, no survey has been done to determine whether the participants have gained an appreciation of Canada, or continued to be in the sports system either as an athlete, administrator, official or volunteer.

Human Legacy - Organizing Committee and Volunteers

The hosting of major games and single sport championship events requires the organization of a group of individuals not only to obtain the bid selection as host city, but also to organize the event. Since these events generally occur once in time, place, scope, and significance, the organization is composed of new personnel, with little or no background from previous experience in such sporting ventures. The organization is temporary, and spans the duration in planning and holding the event, ranging from 2-7 years depending on the scope of the event. The organizing committee must draw upon the expertise and influence of people selected on the basis of their ability to organize and manage. Such organizations are based locally and their vision and goals are to host a successful event. Therefore, for many, the experience of working for such an organization can be positive and exhilarating.

Some of the objectives of the Grande Prairie Canada Winter Games Host Society demonstrate the human legacy: to promote a spirit of co-operation, pride, and common purpose among all those involved in staging the Games; and to bring together and train as many volunteers as required to stage the Games and recognize each as an essential and valuable part of our mission (1995:16) The organizing committee hires a core of permanent employees but relies more on the service of volunteers and temporary employees as the time draws nearer to the date of the event. It is estimated that 50-60 person-years (PY) of employment is required to organize the Canada Games, much greater for international games events (Pan American Games (Winnipeg, 1999) - 2,068 PY; Commonwealth Games - 2,700 PY; Winter Olympics (Calgary, 1988) - 27,366 PY; Summer Olympics (Toronto bid, 1996) - 33,228 PY direct, 66,329 PY total). Volunteerism is a common facet of Canadian sports events and its extent is shown in Appendix 3 (a): 1,500 volunteers for 1,300 athletes for the Arctic Winter Games in Slave Lake, Alberta (in a community of only 6,000 people); 8,400 for 4,000 athletes in the Canada Summer Games in Kamloops; 7,000 for 3,500 athletes in the Canada Winter Games in Grande Prairie; 15,000 for 3,000 athletes in the Victoria Commonwealth Games; and 22,000 for 7,500 athletes in the Calgary Olympic Games.

One of the key elements of a major games event is security, but there is no given relationship between the security required (including numbers of volunteers) and the level of the event. Certainly, the observation was made at the Victoria Commonwealth Games that security and volunteerism are to some degree inflated, as more people were used for security (including ushers) at the Gymnastics event at Memorial Arena than at a Victoria Cougars hockey game. (Bate, Personal correspondence, 1994) However, since the terrorist attack and tragedy at the Munich Olympic Games (1972), games officials have ensured that security more than any other service is a significant element in the games event.

Since the success of the Canada Games, is dependent, in part, on the enthusiasm and tireless efforts of volunteers, special emphasis must be laid upon the volunteer management skills of those placed in leadership situations. (Canada Games Council, 1994:13) Some volunteers may have worked in similar sports events, but being involved in another event offers an opportunity to work with another group of individuals. "For host communities, the Games offer a vehicle for community development, confidence and civic pride. The development of volunteers (and physical facilities) ensures a legacy of resources to enhance the community." (Canada Games Council, 1994:38) The volunteer efforts in hosting a major games event have far reaching benefits for the community in the future, as Keith Lewis, General Manager of the 1969 Halifax-Dartmouth Canada Games remarked: "The biggest legacy was the feeling of pride that the citizens of Halifax and Dartmouth could put on anything they wanted.... And since then, we have put on major events in curling and figure skating and so on, and it has all been done with pride and ability and confidence, with the feeling that nobody can do it better than we can. Putting on the Canada Games did that." (MacCabe, 1992:156) And this human legacy has been bequeathed: "to these scattered Canadian cities and towns. Communities such as Thunder Bay, Chicoutimi-Jonquière, Saint John and Kamloops have recruited thousands of willing volunteers to share the host role. With experience gained from the Games, they have gone on to assume other important commitments in their communities. They have left a record of giving and sharing which no amount of brick or mortar can match." (Canada Games Council, 1994)

Athlete Legacy

The athlete legacy of major sports events hosted in Canada is the opportunity for athletes to compete in their home country in the case of international events, or in their home province for national events, or for their community for provincial events. Generally, at whatever level, there are great expectations for the athlete to perform well. Yet invariably there is the additional "local" pressure on the athlete. These expectations were typical for the Calgary Olympics where the Best Ever Program was established to assist the Canadian Olympic athletes in their training and their quest for success via a medal performance. However, the results fell short of expectations, leading to one summation by a sport scientist that a great influx of financial assistance over a short period of four years will not necessarily result in a podium finish. It takes on the average at least 6-10 years for athletes to achieve the high performance level at international competitions. (Smith, Interview, 1994)

Nonetheless, hosting major sport events does give Canadian athletes "an exciting experience, and there is no better feeling than competing at home for your country," as Michael Smith, decathlete, expressed in his participation at the 1994 Commonwealth Games. (VCGS, 1994:65) The admiration and praise given by spectators and Canadians across the country for Canadian athletes at these international events should inspire them in their performance when they are competing for Canada at events hosted in other countries. Thus, hosting events in Canada is seen as a catalyst to the athlete's performance elsewhere, and a necessary ingredient in the athlete's overall training and competition regime. Thus, the 1994 Commonwealth Games in Victoria is seen as a prelude to the 1996 Olympics in Atlanta, and the 1999 Pan American Games in Winnipeg will be a prelude to the 2000 Olympics in Sydney. Unfortunately, given the global competition to host major games events, Canadian athletes may not often have the opportunity to compete at home in an international event in Canada prior to an Olympic year. Even so, as part of the strategy in hosting international sports events, an analysis could be done of the relationship of the athlete performances in international events hosted in Canada prior to the Olympics and those in international events hosted in other countries prior to the Olympics, using the comparative results of the performance in the Olympics itself. If the performance is better in the former case (i.e., at home), then a hosting strategy would focus to obtain events prior to an Olympic year. Whereas, if there is no particular distinction of performance between the former and latter situations, then the timing in hosting an international event in Canada would not be a significant factor in the athlete's training and competition regime. This analysis would be based primarily on the collection of empirical data of results in various international events. However, qualitative data obtained through interviews with Canadian Olympic athletes would provide a personal perspective on the meaning of competing at home and its relation to their performance in future international events.

The lower level games events do not provide the same degree of performance. However, in their own right, they provide a significant means for aspiring athletes to set goals for the international stage. This is especially evident at the Canada Games. Gaétan Boucher, Multiple Olympic Medal Winner, saw his experience at the 1971 Saskatoon Winter Games as being very valuable: "I was 12 years old at the time and I had to meet skaters ranging from 14 up to 18 years old. This enabled me to see the training needed and the work to be done in order to succeed... it gave me an overview of what it would be like to participate in the Olympic Games... the Canada Games permitted me to continue to have a lot of determination and to dream that I'd participate at the Olympic Games." (MacCabe, 1992:51) That "overview" is more than what Boucher would have experienced at a national championships in speed skating in his age group. In the Canada Games, he participated not only for his community of Ste-Foy, but was part of the Québec provincial team. And with the team competition (e.g. Centennial Cup, Games Flag), the competitors gain points for the first 12 placings. Thus, most athletes contribute to their provincial team's performance. Team competition is as important as individual performance, and it becomes an important experience for athletes who continue to compete at the international level representing Canada.

However, Canada Games officials tend to inflate the importance of athletes who have represented Canada in international sports events, in part, to display them as role models for aspiring athletes competing in the Games, and, in part, to maintain the original thrust and dominant theme of the Games, namely a Junior Olympics. The fact is that the success of such athletes is not attributed to their starting performance in the Canada Games, but rather more on their performance in national championships over a period of time. Athletes are selected to national teams by their respective NSOs on their results at these championship events.

It has been stated that about 40,000 athletes have participated at the Canada Games since 1967, but, no account has been given of how many of these athletes have gone on to compete at the international level. It is more important to emphasize participation in competing up to and including the Games. Given the municipal, regional, and provincial team trials that take place prior to the selection of the provincial team to compete at the Canada Games, the numbers of participants greatly exceed the numbers actually competing at the Games. The Canada Games Council estimates these numbers to be about 140,000; thus the ratio would be about 3.5:1. For a smaller province, the ratio to the total population must be significant. As noted earlier in Chapter 3, participation in these various games trials may reach a high of 40% of the total population in the Northwest Territories. The Canada Games provide an important social and physical outlet for youth in small isolated communities in Canada's North. It is the participation, not the competition that matters. There are many other "athletes" who participated in the Games, and "had gone to an enviable level, as far as their talents would take them, and they have found that the experience, the discipline, the "moving out" from the home grounds, was a real positive experience in their lives." (MacCabe, 1992:158) As Roy Devereaux, coach for the Yukon swim team competing at the 1969 Canada Games in Halifax-Dartmouth said, "We don't expect to win anything at the Games, but just coming here and taking part is a fantastic experience for our kids. We knew the standard of the meet, and we knew we didn't have a chance. But just being Canadian, meeting other Canadians and taking part... that's important to us." (MacCabe, 1992:44)

Perhaps the true legacy to athletes, regardless of the level at which they are competing, is to have taken part "in a positive climate for an unparallel celebration of sport and culture which leaves the athletes and all those touched by their involvement... with a legacy rich in memories, new opportunities, and pride as Canadians." (Grande Prairie, 1995:16)

Facility Legacy

For many proponents of major games events, the facility legacy is perhaps the most important. Since, in most cases, it is the municipality that bids to host games events to which senior levels of government generally contribute financially, the host municipality envisions the benefits in gaining new or upgraded sports facilities. Even Canada Games officials boast that over $110 million of facilities has been invested in host communities since 1967. However, as noted earlier, just as "brick and mortar" cannot match the community image and unity legacy, the extent of the physical infrastructure in terms of capital funding and numbers of facilities does not reveal the true legacy of the event in terms of the benefits for use of the facilities by the residents of the host community, and in particular, by high performance athletes. This section analyzes the degree of use of the facilities built for major games events for high performance sport. Several case studies of various types of facilities have been examined, and the data and results from these studies are contained in Appendices 4 (c) and (d). They focus on the winter sport facilities for ski jumping, bobsleigh, luge, and speed skating, and the all season swimming pools. However, the principal focus of this section is on the legacy of stadia and arenas, because they are invariably required for major games events, and are usually at the head of the facility agenda of major games event proposals.

To obtain a better perspective of the benefits of facility development, it is necessary to examine how these benefits are conceived in the planning of the games event, and how they are practised after the event. For this analysis, the agreements between the various stakeholders at the Calgary Winter Olympics will be examined followed by an assessment of the use of the facilities built for the Games.

User Agreements

There were several agreements signed between the Organizing Committee, OCO '88, and its various partners, including the three levels of government, and the University of Calgary.

Some of these were between two parties, while others involved more than two. At the national level, the Umbrella Agreement between OCO '88 and the Government of Canada stipulated certain benefits expected from the Games in terms of the use of facilities, for example: "Capital facilities shall be used both before and after the Games by **amateur** Canadian athletes to prepare for, train for, and compete in national and international competitions." (Canada, 1984:4) The facilities to which this clause pertains are those at Canada Olympic Park (bobsleigh, luge, and ski jumps), and the Olympic Oval at the University of Calgary. The requirements for the Olympic Endowment Fund (OEF) were established in this agreement, as follows: "the proceeds of which funds **($30 million)** shall be used as a first claim on the after-games expenses of Canada Olympic Park, and, at the discretion of Canada, the proceeds may be applied to after-games expenses of the Olympic Speedskating Oval and **federally supported high performance amateur sport activities directly related to the Calgary Games**." (1984:4) The latter statement refers to the $25 million federal Best-Ever Program to prepare the athletes for the Games. Some of the interest of the OEF was used for this program, while the balance ($3.3 million) was added to the OEF at the conclusion of the Games. Thus, the OEF's worth was $33.0 million in 1988 to be directed to the operation and maintenance of the three Olympic facilities (see Appendix 3(o)).

The Agreement between the City of Calgary, the Government of Canada, and OCO '88 regarding the city-owned Foothills Arena (renamed Father David Bauer Olympic Arena) went into more detail about the use of the arena for the national hockey program. Specifically, "Canada wishes to locate the hockey program of Hockey Canada in the Foothills Arena... and in facilities that meet the needs of Hockey Canada." (Canada, 1984:2) It required an international hockey ice surface (30 x 61 metres), additional seating, training rooms and an administration suite. The "operation and use arrangements" were: (a) City is responsible for operation; (b) Hockey Canada would have priority use of the arena; (c) rental rates would be the same as the lowest rates to other users (usually minor league hockey users); (d) maximum 50% of Hockey Canada's use of the facility for practice will be "prime-time, being 4:00-7:00 pm weekdays, and 7:00-12:00 noon weekends, prime time rates equivalent to Junior "A" Hockey; (e) prime-time greater than 50% would be charged the standard adult prime time rates; (f) hockey games would be charged at Professional/Semi-Professional rates; (g) in succeeding years, the rate would be adjusted to the Consumer Price Index; (h) exclusive use of the administration suite would be granted to Hockey Canada at no cost, as well as five parking stalls at no cost; (i) the suite could be used by CODA for its programs and activities; and (j) the Agreement was to be in effect to the year 2000. (1984:10) Hockey Canada applied for a further extension of the building in 1995 to accommodate its administrative move from the National Sports Administration Centre in Gloucester, Ontario. (Cormer, Personal communication, 1995) Thus, the Agreement recognized the decision of Hockey Canada to centralize its national training centre in Calgary, and worked out a suitable arrangement with the City of Calgary, under the auspices of the Olympic Winter Games, and its organizing committee.

The Master Agreement between the Government of Alberta and OCO '88 has a similar clause to the Umbrella Agreement but is directed to provincial interests, namely: "that all Games facilities shall be available before and after the Games for use by **amateur Alberta** athletes to prepare for, train for, and compete in **provincial, regional**, national and international competitions." (Alberta, 1983:9) This relates to the alpine ski facilities at Mount Nakiska, the nordic ski facilities at Canmore, and the Olympic Saddledome. In principle, then, these international facilities should be available to Canadian athletes, and indeed they are. Canmore is a national training centre for cross-country skiing and biathlon, while Mount Nakiska is a national training centre for Alpine Canada, which like Hockey Canada has recently moved its administrative offices from Gloucester to Calgary (1995).

In theory, as a result of a major games event, there are essentially three levels of facilities available for sport development. The simplified model in Figure 4-1 below demonstrates this distinction. Although the lines between the international and national levels are reasonably clear, there is some blurring and overlap between the national and provincial levels. The term "provincial" represents the political difference in administration in location and the designation of athletes. The national carding system is separate from the provincial

Figure 4-1: **Sport Development Model for Facilities**

ADMINISTRATION LEVEL	Provincial/ ---> <--- Regional Local	National ---> <---	International
EVENT Games/ Single Sport	Provincial	National	International
SPORT DEVELOPMENT CENTRES	Regional	National	International

system. At the national level, though, in terms of designating "sport development centres", Sport Canada uses the term "regional" to designate use by provincial carded athletes, while province would perceive the centre to be a "provincial" centre. Regardless of the terminology, they are both expressed in the Agreements quoted earlier.

At whatever level, facility development for an event will usually dictate the level of use. Thus, it would be expected that a facility for a provincial single sport championship event will cater to provincial carded athletes after the event, while facilities for international games events will be used by national carded athletes and also international athletes. This latter group (international athletes) has been omitted in the Agreements quoted above, yet in practice, international athletes are a major user group at the facilities in the Calgary area. If the sport development model in Figure 4-1 is envisioned through the (use) Agreements, it would be a national/provincial/regional model in that order, with a greater emphasis on the national.

The Olympic Agreements laid the foundation for the purpose and potential use of the facilities. However, to determine the degree to which the foundation has been successful in their application, it is necessary to look at the numbers and types of users of these facilities after the Games. The following analysis of facility use will focus on those facilities built for the Calgary Olympic Games, followed by other examples elsewhere in the country, particularly the facilities generated from the 1976 Montreal Olympics, the Commonwealth Games events in Edmonton and Victoria, and some of the host communities for the Canada Games. The analysis is arranged by type of sport.

User Statistics

Before the numbers of users are presented and analyzed, some discussion of the variability and interpretation of user statistics is necessary. Generally, the method employed to collect user statistics is the turnstile or gate approach, that is - to account for the numbers of people entering the stadium for a spectator event, or a recreation centre, or a specific facility like a swimming pool, or the numbers of people participating in a particular activity, such as a seniors swim program. These are absolute and cumulative numbers over time, data that recreation administrators draw upon constantly to manage their programs, and to determine change in policy if necessary. The common analysis is the comparison of these numbers on an annual basis - an increase leads to the continuation of a program, a decrease to possible change, termination of a program, or even possible closure of the facility. The numbers are compared to the costs of the operation of the facility. Thus, the common measurement for analysis is the cost per user, with the user figure being the absolute number described above. The costs do not normally include the costs of debt servicing, because in practice, "public" facilities are paid through capital budgets, and not necessarily through amortization over a period of years. "Private" facilities would include the amortization period. The time period for the use must also be taken into consideration. Entering a building through a counting mechanism such as a turnstile does not require a time period analysis. However, for an ice arena, there would be variable times - one hour for public skating, two hours for hockey games, one hour for hockey practice, and one hour and a half for figure skating practice. Thus, the numbers must be collated by the program type, and not by a specific time period (e.g. per hour). However, in other activities, an hourly time period may be common, but should reflect the average amount of time the person spends for that activity (e.g. 2 hours for soccer).

Unfortunately, this method does not provide any data about the actual numbers of people participating as separate individuals. Thus, a person swimming five times a week in the same pool represents five cumulative times the facility has been used although it is use by only one person. The latter method, however, is a better reflection of the demand for the use of the facility, and a more accurate account of the numbers of actual people participating in an activity or using a facility. However, this method requires two types of accounting procedures. First, in situations where a specific group is using the facility for a period of time, a counting of the registration lists for that program is sufficient. Thus, a specific swim program for persons with a disability where registration is required over a period of six weeks twice weekly over a one-hour period may generate 50 registrants. The number of users is 50, but the number of user-hours is 600 (50 x 6 x 2). Similarly, with competitive sport clubs having special permits to use facilities, it is easy enough to check their membership lists, and to determine the active members and, hence, the numbers of users. Second, in situations where there is no identified group (e.g. the general public), it is necessary to undertake user surveys to determine the actual numbers of users. In a public swim program, for example, there may be a combination of season pass holders and single use purchasers. Therefore, a survey should always ask the question in terms of frequency: "How many times per week, per month, and per year, do you participate in this facility or this activity?" The respondent would respond to each of the three time periods, and the survey would be done for all the variable programs in the facility. In the above example of a disability swim program, if the program expenditures are assumed to be $2,400, the cost per participant would be $48 ($2,400/50), however, the cost using the turnstile approach would $4 per user ($2,400/600). Recreation administrators use the latter figure in their evaluation and policy reports, since the user data are collected through the turnstile approach. However, the Olympic Installations Board at Montreal Olympic Park has applied the second type of accounting in doing frequency surveys, with surprising results. No other similar types of surveys have been done to the writer's knowledge, but the approach would allow municipalities to better address their policies and procedures in planning, developing, programming, and operating recreation and sport facilities. The problem, though, is the time and effort these frequency surveys require. In conclusion, in examining the users of various facilities that are developed or upgraded for a sports event, the method of collecting the data will be analyzed, to determine the degree to which use is primarily by the community or by high performance athletes.

Ski Jumps

There are two ski jump facilities at the international level in Canada: Canada Olympic Park (COP); and Big Thunder. At COP, there are 5 jumps - 15, 30, 50, 70, and 90-metres - for both the winter and summer season. Not all jumps were completed (15 metre) or available for summer use (15, 30 and 90-metre) at the opening of the facility in the fall of 1986. Lighting for evening use and plastic grass for the outruns for summer use was installed after the Olympics. Presently, there is no summer use of the 90-metre ski jump. The facilities at Big Thunder have evolved in various stages since their initial development in 1975. With six jumps the facilities are comparable to those at COP, and there is lighting and some summer use (only the 64K, and 70K). However, the main advantage is the environmental setting, where the jumps are set virtually within the contours of the hill and not subject to strong wind conditions.

The ski jumps at the COP site are easily affected by strong wind conditions because not only are the ski jumps beyond the hill or tree line, but also chinook conditions are expected but unpredictable in timing. The latter condition was the factor that postponed most of the Olympic ski jump events to the final day of the schedule, something that the international ski jump community has not forgotten so that no international event (e.g. World Cup) has been held here since the Olympics. Bakke attributes the lack of international events to the hosting costs assumed by the host organizing committee (sanction fees, travel and accommodation costs for athletes). But, the planting of spruce trees and lighting of the jumps will allow for better wind control and scheduling conditions in hosting future events. (Bakke, Interview, 1994)

The use of the ski jumps at COP is comparable to the use of similar facilities at Lake Placid, New York (host of the 1980 Olympics) and Park City, Utah (site of the 2002 Winter Olympics). Unfortunately, user statistics are not readily available for Big Thunder. So, data were gathered from the latter two facilities in the United States. User statistics for COP are broken down by the number of jumps recorded on a cumulative basis by the size of jump, from the opening in the 1986/87 season to the present. For the 1993-94 season, the total number of recorded jumps was 27,373, more than the other jump facilities. However, there is no specific information on the actual number of jumpers using the facility, and there is no accurate cost information for the ski jump operation. With respect to the former, there are 137 members in the ski jump discipline of Ski Jump Canada, of which 109 are considered competitive (Bandola, Personal correspondence, 1995). Competitive (carded) athletes should have between 800 - 1,000 jumps per year as part of their training and competitive regime. (Bandola, Personal communication, 1995; Kardas, Personal communication, 1996) However, the use of COP includes youth and non-carded athletes at the learning and developmental stages of ski jumping, a high proportion of international use (27% American in 1995-6), and Ski Jump Canada carded athletes (number unknown). Thus, it is virtually impossible to determine the numbers of actual jumpers. (Bakke, Interview, 1994) In addition, it is extremely difficult to decipher the expenditures for the operation by the different types of facilities of Canada Olympic Park. A preliminary assessment of CODA's $13.4 million (1995) expenditures on all operations assumes that about $5.3 million could be attributed to the ski jump and bobsleigh/luge operations (Appendix 3 (p)). But depending on assumptions about the proportions of personnel salaries, utilities, repairs, and services attributed to the Olympic facilities, this figure could be less.

Although the Big Thunder operation has no available accounting on users, recent financial data reveal that it cost $740,000 in 1995 to operate the facility, including the nordic centre. Therefore, assuming that an international all-season ski jump operation like the one at Canada Olympic Park might cost a conservative $1,000,000 with an average of 25,000 jumps per season, a "ball-park" figure of $50 per jump or per user would be appropriate to employ in a comparative analysis of cost/user figures for other sports facilities.

The legacy for ski jump facilities from major sports events reflects a notable dichotomy. At one extreme are the facilities at Canada Olympic Park, its operations supported by the Olympic Endowment Fund as outlined in Appendix 3 (o). At the other extreme are the Big Thunder ski jump facilities, with no endowment fund, even though the Nordic World Ski Championships were held in 1995 with significant upgrading of its facilities, and they are currently in an unstable financial position as the provincial funded operation is threatened with budget cutbacks to the extent that neither the 70K and 90K ski jumps were operational in 1995-96. On top of this are the federal budget cutbacks for ski jumping as it has not met the minimum criteria for maintaining its position as a core sport.

Bobsleigh / Luge Tracks

The facilities for bobsleigh and luge fall into the same category as ski jumps, except that the artificial and refrigerated track at Canada Olympic Park is the only one in Canada. The number of runs (23,638 in 1994-95) is less than the number of ski jumps. However, the number of people is greater since the general public uses the facility, particularly tourists when the lower third of the track is open in the summer. Using the same assumptions as the ski jumps ($1 million operating costs, and 25,000 runs), a similar "ball-park" figure of $50 per run or per user would be appropriate for the bobsleigh / luge track. However, the cost per person would be less.

There has been a strong relationship between the facility and athlete legacy at least for the sport of bobsleigh. Don Whitman, CBC Sports broadcaster, remarked while covering the 1995 World Bobsleigh Championships that the success of the Canadian bobsleigh athletes on the World Cup circuit, specifically, Pierre Lueders's achievement as the 1995 World Cup Champion, was due mostly to the facility legacy at Canada Olympic Park left from the 1988 Calgary Olympics. It has enabled the athletes to train at home on a "world-class" facility with all the support services they need, without the worries of training in Europe, so predominant in the training of bobsleigh athletes prior to the 1988 Olympics. Their performance has enabled Bobsleigh Canada to maintain its position federally, as a core sport. As well, there has been the continual hosting of World Cup events for both bobsleigh and luge at Canada Olympic Park allowing Canadian athletes to compete internationally at home.

Although success has been achieved for bobsleigh, the sport of luge is still in its infancy in Canada where its funding as a core sport has been cut by the federal government. As much as new winter sports facilities have been developed as a result of the Olympics, and as much as the intent of hosting these Games was to create these facility legacies, no endowment fund was created for programs at the facilities. Thus, when Sport Canada developed its funding criteria for NSOs, performance at international events was a key criterion, certainly affecting the positioning of ski jumping and luge, which fall below the 37 funded core sports (1995). This integration of facility and programming legacies is being addressed, in part, through the creation of programming endowment funds, the first being the $14.6 million fund from the Victoria Commonwealth Games for the Commonwealth Centre for Sport Development.

Speed Skating Ovals

An examination of different types of speed skating ovals in Canada shows how significant a facility legacy the Olympic Oval at the University of Calgary has become. Appendix 4 (c) shows the user statistics and financial data for operating costs for: (1) the natural ice oval at Sargent Park in Winnipeg, used exclusively by the local speed skating club; (2) the outdoor artificial ice oval, l'anneau Gaétan-Boucher, in Ste-Foy, which was upgraded in 1985 from its natural ice surface; and (3) the indoor artificial Olympic Oval at the University of Calgary, integrated with the University's Faculty of Physical Education. There appears to be a correlation between the use and costs of these three types of speed skating ovals.

Sargent Park represents the standard outdoor natural ice oval normally provided by the municipality as part of its overall outdoor rink program. There are only 30 members of the local speed skating club, using the facility on a daily basis for only two months (360 hours estimated). With operating costs close to $50,000, the cost per user-hour would be $27.25 (see Appendix 4 (c)).

The artificial outdoor ice surface at Ste-Foy was built at the urging of the provincial speed skating association and local clubs to expand the opportunities for high performance, as well as for the student population. The success of local sports hero, Gaétan Boucher, at both the 1980 Lake Placid and the 1984 Sarajevo Winter Olympics accelerated the project, with capital funding coming from both senior levels of government. But there was no endowment fund to offset the additional operating costs to the municipality. The operating costs were estimated at $80,000 (Ste-Foy, 1984), and compared to the operation at a standard outdoor oval like Sargent Park, the additional operating costs would have been at least $30,000 (recognizing the difference in the year of the data). However, the data in Appendix 4 (c) demonstrate that the operating costs (1993-94) of l'anneau Gaétan-Boucher were just over $400,000, the costs of utilities alone reaching $100,000. Even accounting for inflationary costs over the ten year period, the original operating costs were severely underestimated.

The major deficit of l'anneau Gaétan-Boucher has forced the Ste-Foy City Council to reduce the use of the oval for high performance by half (to 20%), hoping that additional revenues may be generated through public use. However, despite the deficit, the artificial ice surface has expanded the season for speed skating to 832 hours, with over 50,000 users for a cost per user of $7.96, far less than Sargent Park. But the benefits of the artificial oval at Ste-Foy are related not only to the increased numbers of people, especially youth, being introduced to this sport, but also for the national and provincial high performance programs which will be explained in the context of the Olympic Oval in Calgary.

The Olympic Oval is an unique facility not only in its design but also in its versatility in use. The high capital costs ($39 million) of an indoor oval might be questioned, but its development can be rationalized from four perspectives. First, it was the only option available to the Calgary Bid/Organizing Committee given the known meterological condition of the area (winds, chinooks). The Olympic speed skating events on an open outdoor oval on the Stampede Grounds, in retrospect, would not have been held. Second, it met, to a degree, the original desire of the Calgary Booster Club for a fieldhouse similar to the "Butterdome" Pavilion in Edmonton. Third, the concept met and bolstered the plans for an enhanced Faculty of Physical Education at the University of Calgary. Fourth, and a perspective probably not considered, given the vast capital and public expenditures on hockey arenas throughout Canada, the significance of one indoor speed skating oval facility is minimal in comparison.

In terms of a legacy, the Olympic Oval has had far reaching benefits, and there is a strong relationship between the facility and athlete legacies, even greater than for the bobsleigh track facility. Although originally designed as a multi-use facility with the placement of artificial turf for indoor field sports in the summer, the demand for speed skating and other ice sports has been maintained for year round use. The oval and the two international ice surfaces inside the oval are available for 2,748 hours (over three times higher than l'anneau Gaétan-Boucher), allowing for greater use for both high performance and the general public (72,000 users alone). Neal Marshall's rise to the top of the World Cup speed skating circuit in 1994-5 is indicative of the potential athlete legacy of the Olympic Oval facility. In a sport dominated by speed skaters from The Netherlands, Norway, Germany, and the United States, Marshall's performance among the world's best may be surprising to the sports experts, but not to himself. He attributes his success to: first, the indoor speed skating oval providing excellent and consistent ice and temperature conditions to improve one's performance; and second, the coaching and the excellent training facilities and support services at the NSCC. (Interview, 1994)

An interesting result at the Olympic Oval is the cost per user at $7.74, just slightly less than l'anneau Gaétan-Boucher. Thus, although there is no distinct difference in the overall cost per user criterion, the absolute differences are the operating costs, and the numbers of users. However, the operating costs of $2 million are paid through the Olympic Endowment Fund

(CODA pays two-thirds through the OEF, and the University one-third indirectly through the province). But the Agreement between the various stakeholders stipulates that a portion of the revenues generated from the Oval goes back into a fund for high performance programming for the following year. Thus, the Olympic Oval has its own means of sustaining financially its high performance program. This has had significant benefits from the hosting of major events to the holding of special training camps. To the individual speed skating athlete, the indoor facility allows training under consistent ice and temperature conditions, not likely on outdoor ovals. However, both types of ovals are necessary in the overall training for speed skating since international events occur in both environmental settings. The indoor oval does allow the athlete to measure his/her performance relative to other athletes with similar conditions, but it is essential that high performance be given appropriate accommodation at Ste-Foy to prepare athletes to compete outdoors in international events.

The benefits of the Olympic Oval legacy will be further described in Chapter 5 in the context of a discussion of multisport high performance centres. However, as a summary to this discussion of the legacies of winter sports facilities, it has been shown that the 1988 Calgary Olympics did indeed have far reaching benefits in enhancing high performance in those sports. However, given the current situation of demand, supply, ownership, and financial capability, it would appear that: (1) the sports of ski jumping and bobsleigh have reached their thresholds in Canada in terms of facilities; (2) the sport of luge may require another similar artificial refrigerated facility elsewhere in Canada but is dependent on better results in athletes' performances; and (3) the sport of speed skating has probably reached its threshold in Canada. However, the beneficial experience of the Olympic Oval for both long track and short track speed skating,, as well as for other activities both for high performance and general community use, makes the indoor oval concept a valid option for multi-purpose facilities elsewhere in

Canada.

Swimming Pools

The development of swimming pools through major games events has had the most significant impact of any type of facility in terms of the numbers of new facilities. Appendix 4 (e) shows that, since 1967, at the time the hosting of the Pan American Games and the first Canada Games took place, a total of 12 out of the current 19 competitive pools were built through the hosting of four different types of games events. All of these pools are 50 metres in length meeting the basic international standard for the long-course pool.

Pools, like arenas, have good recovery rates, generally over 50%, since there are user fees. The facility owners generally set an objective to reach a certain recovery rate on costs. The data in Appendix 4 (d) demonstrate several interesting facts and trends. First, although most pools have recovery rates over 50%, three pools (Thunder Bay, Pan-Am, and Kinsmen) have recovery rates over 80%. For Thunder Bay and Kinsmen, the recovery rates are for the use for the entire facility, not just the pool. Compared to the single purpose Pointe Claire pool (recovery rate of 51%), the inclusion of additional non-pool facilities and activities diversifies the centre and generates additional revenue for the complex. Pan-Am Pool has the highest recovery rate (81%) for single purpose pools even though in its recent expansion (1993), a fitness area was included. Second, the low recovery rates for the municipal and provincial pools in Montreal is attributed to several factors:

a) Both Claude Robillard and the Olympic Pool have high operating costs due to excessive architectural features in terms of height and air volume. (Delorme, Interview, 1994; McGavin, Personal correspondence, 1995)

b) The extremely low recovery rate (3%) at Claude Robillard is attributed to the City's policy of free admission to youth and a very low rate to high performance clubs.

c) The low recovery rate (24%) at the Olympic Pool is attributed, in part, to the lack of use by adjacent residents to Montreal Olympic Park since there are a number of smaller 25 metre pools in the various nearby neighbourhoods. Given this fact, Delorme (1994) advises that in planning international standard pools for major games events, the site location is paramount in ensuring a reasonably successful operation after the event. There was a definite lack of consideration in this respect in planning the Olympic Pool. The planning of the Claude Robillard Complex had taken the recreational needs of North Montreal residents into consideration. Thus, the facility attracts a greater number of users. Third, the high use of 386,028 (1995-96) at the most recent addition to the 50 metre pool inventory (Saanich Commonwealth Pool, 1993) is partly a result of its novelty for the users. However, unique marketing and the popularity of the leisure pool are significant attributors to this successful result. (Bryce, Interview, 1994) The inclusion of the leisure pool generates another source of revenue, a very profitable one in fact. This is substantiated by the addition of leisure components to the Kamloops Canada Games Pool (1995), increasing the low attendance by 340% and the recovery rate to 23.4% but with staff costs doubling. (Bienjes, Personal communication, 1996) The Saanich Pool is a benchmark in terms of the distinction between community use and high performance requirements, and the determination of appropriate high performance user costs to which the latter resulted in the Operating Trust Agreement.

To determine user data, the turnstile approach is used. However, the Olympic Installations Board (OIB) had undertaken frequency rate surveys among its participants at the Olympic Pool. Based on a frequency rate of 25 times, the cost per person would have been $303.30. However, the actual number of persons (9,285) identified by this method as pool users is not correct, since over 24,000 youth have attended swim camps at the Olympic Pool. Whether this is one visit or multiple visits is not known, but integrating these data would indicate more than 9,285 individual persons used the pool facilities.

In terms of the high performance use of these pools, the data show that all pools have high performance programs, normally with a resident club, either in swimming, diving or synchro. High performance varies from 13-40% of all use of the pool. However, an interesting trend is that the high performance users normally contribute 10% less in revenues to the percentage of use they receive. For example, the high performance clubs use 21.4% of the total available time at the Pan-Am Pool, but contribute only 10% towards revenues. (Matysiak, Personal communication, 1995) Certainly, in most facilities and sports, there is preferential treatment to elite athletes and clubs through charging lower user fees. It could be argued that having these athletes train at the facility and marketed as role models in the sport will encourage more people to use the facility, and thereby increase revenues from its operation. A recent trend, at least with the Pan-Am Pool expansion and the Saanich Commonwealth Pool, is to require minimum up-front revenues for high performance use. Both pools require a minimum of $75,000, and in the first year of operation at the Saanich Pool, $85,000 was generated through high performance use.

Although the social cost (i.e., public funding) in developing these major pools is normally 100%, the legacy is indeed great, both to high performance and to the community. The design of the pool is critical to its success for community use, and this aspect is further discussed in the context of standards in Chapter 5. But the design must reflect the adequacy of high performance use of existing pools in the community to determine the need for high performance use of new or upgraded pools after the event, and define the real legacy of the facility. Thunder Bay and Lindsay Park are examples of pools that are not used by the principal high performance users (at least in swimming) who otherwise use the 50 metre university pools in their communities.

Stadia and Arenas

Stadium and arena facilities have played a major role in the hosting of major games events, in part, through the hosting of team sports events (e.g. soccer, hockey) that may normally occur in such facilities, or individual and other team sports events (e.g. gymnastics, boxing, volleyball) that require these spectator facilities given their popularity. Since stadia and arenas are major cost items in any bid proposal, they have become a catalyst for cities to: (1) obtain direct financial assistance from other sources (e.g. all Canada Games events, Edmonton (1978), Calgary (1988), Victoria (1994), and the Olympic bid proposal of Toronto (1996)); and (2) attract or retain professional sports franchises (e.g. directly in Montreal (1976), and as hidden agendas in the bid proposals for major games events in Winnipeg (1999) and Québec City (2002)). Although the above locations represent only 5 of the 16 stadia and arenas used for major professional sports in Canada as shown in Appendix 4 (f), there are distinct differences in their type of ownership and community use.

It is difficult to apply the same user approach for major stadia and arenas as was used for swimming pools to determine a cost per user, and for that matter a recovery rate. The users vary from the professional athletes on the principal sports team franchise, to amateur athletes representing community sports teams, to non-sport groups renting the facility for a variety of events (e.g. concerts, trade shows), and to the spectators who attend all of those events. Although emphasis is given to the numbers of spectators by the turnstile approach, the use of the facility is based on the numbers of event days, and the numbers of hours of use by community groups.

Although expenditures for the facility are fairly straightforward to document, the expenditures and revenues for the events held at major stadia and arenas are interwoven into cost and revenue sharing agreements, particularly with the principal tenant, the professional sports team franchise. Specific data from stadia and arenas in Appendix 4 (f) and those mentioned above will support these statements.

Attendance figures are a reflection of the revenues generated at a facility, the fan support for the team, the degree of the team's success on the field (e.g. winning percentage), and the true legacy of the facility to the community. The latter is measured by the attendance in comparison to the capacity of the facility, but the percentage of attendance to capacity can be misleading. For example, in CFL football stadia in 1993, Edmonton Commonwealth Stadium had an attendance of 317,313 patrons for an average of 28,845, while at Calgary's McMahon Stadium the figures were 227,677 for an average of 22,768. However, Edmonton had a lower attendance rate, 48% to Calgary's 60%, because the stadium seating capacity varies, 60,000 to 38,000.

Edmonton had a higher attendance, but is the facility legacy of its stadium development in 1978 and three expansions up to 1983 greater than Calgary's legacy of its stadium expansion and upgrading in 1987? The facility legacy in Calgary is greater because the facility was built and expanded more to the "sports fit" of the city given its higher attendance rate relative to capacity. Edmonton's capacity was tied more to the hosting of the Commonwealth Games and the Universiade Games whereas Calgary's expansions since 1961 have evolved as the demand for attending the Stampeders' games increased. This dichotomy between the two different demands and standards is discussed in more detail in Chapter 5.

The facility legacy is also greater on Calgary's account for another reason. With the artificial turf at McMahon Stadium, the facility is available for community use 600 hours during the playing season, whereas Commonwealth Stadium is very limited for community use given the natural turf and the exclusive use clause for the Edmonton Eskimos in its agreement with the facility owner, the City of Edmonton.

For activities outside the main professional sports (baseball, football, hockey, basketball), legacies of stadia and arenas vary. For example, Commonwealth Stadium has the distinction of being the only stadium to accommodate international matches for soccer since all other stadia in Canada, except Taylor Field in Regina, have artificial turf. However, this facility legacy for soccer was not planned in the hosting of the Commonwealth Games, but has evolved especially with the hosting of qualifying and exhibition matches with national soccer teams prior to the 1994 World Cup in the United States. Although this facility legacy is high for soccer, it would lose this position should a stadium be built in a larger Canadian metropolitan area based on a higher attendance rate using the Toronto Olympic bid proposal for a 30,000 seat stadium as an example.

For track and field, there is virtually no legacy from the major games events since the track is ineffective for high performance at Edmonton's Commonwealth Stadium, and non-existent in Montreal Olympic Stadium with its adaptation to professional baseball (Burrows, Interview, 1994). In fact, the benefits for track and field from these events has been from Strathcona Park in Edmonton, and the Claude Robillard Centre in Montreal, both used as training areas for the games event. Dubeau (Interview, 1994) remarked that should Montreal host a future major games event, such as the World University Games, the athletics events would most likely take place at Claude Robillard Centre rather than reinstalling a track facility at Olympic Stadium at considerable cost without any guarantee that it would be used after the event.

The attendance figures quoted earlier do not represent the actual numbers of persons attending the stadia over the duration of the season since many patrons will have season ticket packages. Recent season ticket campaigns in Hamilton (for football) and Edmonton (for both football and hockey) resulted in 12,000, 20,000, and 13,000 season ticket subscribers respectively. Thus, this could mean there would be at least 13,000 actual people attending Edmonton Oilers hockey games. However, even among ticket season subscribers, there is a sharing of tickets, and with the trend to increasing prices, the syndication of subscribers, and bulk ownership of tickets by major corporations for their own marketing strategies, the numbers of people involved with season ticket distribution would be greater than the numbers sold.

In order to achieve a better understanding of the proportion of people of the community's population attending major sports events, Montreal's Olympic Installations Board (OIB) devised a series of spectator and participant surveys. It was able to establish frequency rates for people attending sport and cultural events, and the general recreational activities at various facilities at Montreal Olympic Park (Morin, Interview, 1993). For example, in the last year (1993) of the professional football franchise, the Montreal Machine, the frequency rate was 3 times for a 7-game schedule with a total attendance of 131,000. The average attendance would have been 18,700, but catering to about 44,000 individuals. When factored to Montreal's island population of 1 million, this attendance represents 4.4% of the population, or 1.4% of the metropolitan population of 3.2 million. Baade's research (1988) on sports stadia concluded that the proportion of people in a given community that attended major league games was in the range of 5-20%. Attendance at Montreal's football games based on the assumptions made by the OIB shows that Baade's conclusion is correct at the lower end of the scale, at least for Montreal's population, but high for the metropolitan population. When the OIB's assumptions on frequency rates for major league hockey are applied to similar franchises in

Alberta for the 1993-94 season, the results are as follows:

Franchise	Attendance	Frequency	People (5-20% Population)
Edmonton Oilers (839,924 Population)	552,568	14	35,469 (42,000 - 168,000)
Calgary Flames (754,033 Population)	792,307	14	56,593 (37,700 - 158,000)

The frequency rate results for Edmonton are less than Baade's assumption, while Calgary's figures fall within his parameters. Nonetheless, without empirical data from surveys, it is difficult to make any assumptions. Each city will be different depending on the numbers of season tickets sold, numbers of game day tickets, the importance of the franchise and the facility for tourists to visit and attend, the winning record of the team, and the frequency rate of attendance of regular patrons. It is necessary for each franchise or facility owner/operator to conduct spectator surveys to obtain this data, and it appears that the Olympic Installations Board has been the only agency that has undertaken these types of surveys and analyses.

The above analysis disputes the general assumption that major stadia and arenas are legacies for the entire community, when, in fact, at least for major professional sport, these facilities serve only a small proportion of the community's population. However, if they are more versatile in design to accommodate other, especially non-sport, events and activities, attendance at stadia and arenas may extend to the majority of the community. In this respect, the prospects of facility legacies to "the community", emphasized so strongly by political, business, and sports leaders in the initial conception of new or upgraded stadia and arenas, may indeed be valid. It provides a rationale, at least for contributing public funds to the facility capital development, and to its operating costs.

For example, the sources of capital funding for Commonwealth Stadium were entirely from the three levels of government. The municipal debt of $11.6 million was written off by the provincial government as part of its 1979 strategy to retire all debts remaining on the accounts of all municipalities in the province. (Armstrong, 1984:205) Thus, when the City of Edmonton took over the stadium, it was presumed to be "debt-free". (Dent, 1977) In terms of operating costs, over a nine year period (1986 to 1994), Commonwealth Stadium had an operating profit of $43,000 in one year, with operating deficits in the remaining eight years, the highest being $614,000. The deficits became part of the tax levy for the City of Edmonton. For the year, 1989, for which there is available financial information on the Edmonton Eskimos Football Club, the operating deficit for the stadium was $82,070 (Edmonton, 1994), while the Club's deficit was $13,470 (Western Centre for Economic Research, 1990:34), for a total operating deficit of $95,540. At the time, the Club paid a nominal rent of $300,000, and received all the gate receipts, while the stadium administration took all the concession revenues. By 1994, the stadium administration was: "in a profit-sharing relationship with the Club, (whereby) the stadium expenses related to football are deducted from the concession revenue generated at football games. If there is any profit remaining at the end of the season, the Club receives this portion. There is no rent paid." (Edmonton, 1994) With increasing players' salaries and declining attendance, the Club's and the stadium's financial outlook had changed, necessitating some form of profit-sharing arrangement, at least from the Club's perspective. However, regardless of the net profit (deficit), the financial statements do not reflect the following provisions: (1) the payback on the initial capital investment of $30 million for the stadium and its expansions - this relates to the city's original contribution and debt of $11.6 million as written off by the provincial government; (2) any allocation of a portion of the revenues for capital replacement or improvement - any capital improvements go through the city's annual capital budgeting approval process; and (3) property taxes - the stadium is exempt since the land is public, even though, in essence, the football operation is a private and commercial enterprise.

Calgary's McMahon Stadium's facility development differs from that of Commonwealth Stadium, since its initial development and most of its expansions were funded through private sources. However, since 1985, it has become much like many of the other CFL franchises in Canada where the operating costs of both the franchise team and the stadium facility are intertwined, mostly in favour of the team franchise. Thus, more public funds are being directed to subsidize professional sports operations.

The empirical data from the franchise/stadium football operations in Canada which use publicly owned stadia indicate that almost all have a negative net present value. Net present value is the difference (positive or negative) between the operating revenues and costs of a facility, including the carrying costs of the initial investment in the construction of the facility. The negative net value findings are supported by Baim (1988) who investigated the net present value of fifty stadia/arena operations (all in the United States, except two in Canada) and their professional team franchise tenants in the sports of baseball, football, and basketball (hockey excluded). He concluded that all operations, except for the privately owned Dodger Stadium in Los Angeles, had a negative net present value. Most stadia development in the United States in the period 1952-85 has depended on public subsidies, and even though some private stadia developments show an operating profit, when debt charges on the initial construction costs and foregone property taxes are taken into account, none show a profit.

Stadia and arenas, regardless of ownership, have been, and will continue to be, important venues for major games and single sport championship events. However, they are not prime training sites for national high performance athletes since the original use (e.g. track and field) for the major games events has changed to predominant and, in most cases, exclusive use by professional sport, and non-sport entertainment and trade events. Facilities built outside of major games events, especially arenas, most likely are not designed to international standards, and thus, the facilities may not be compatible for high performance training and international competitions (e.g. hockey, figure skating, short track speed skating). As well, the complexity of the financing and the multiple use of major stadia and arenas makes it virtually impossible to develop a standard approach to determine the "cost per user" criterion as a measure of facility legacy, as was done to a degree for the other types of facilities.

Sport Development Legacy

The sport development legacy is the culmination of all the previous legacies discussed earlier. The degree to which a legacy for sport development has resulted from all the anticipated legacies in the planning and the hosting of major sports events, and in the post-event use, is measured either through direct means (e.g. numbers of users), or indirectly (e.g. community image).

Various typologies may be devised to show the relative importance that sport development has to other types of legacies. For example, a typology with the poles - sport development to political image; and local importance to national objectives - would reveal the significance of the various agendas in hosting major games events. Thus, the Calgary Olympics would show a greater pull towards sport development and national objectives for high performance sport than the Montreal Olympics where the political objectives played a greater role and local use of the facilities was more predominant than for national high performance use. Similarly, the Calgary Olympics would show a greater sport development legacy in terms of high performance than any of the Canada Games host communities because of the wider range of support services for athletes and the creation and operation of national and regional training centres in Calgary with no apparent direction even at the regional level for high performance in the communities hosting Canada Games events.

The impetus of hosting major games events is usually the expected benefit to sport development accrued not only from the facilities being built or upgraded, and the experience accrued by volunteers, officials, and coaches, but also from the general thrust of athleticism displayed at the games event. The (positive) promotion in advance of the games event hopefully will be carried forward to a continual interest in sport in the host community after the event. Does, in fact, a major games event or even a single sport championship event enhance development of sport after the event? Are more people participating, and more important, are Canadian athletes performing better?

In terms of the latter question, comparisons can be made of the performance of Canadians from one event to the next (e.g.. numbers of medals, numbers of best eight finishes). More important, though, are the numbers of athletes reaching a certain standard in their sports discipline compared to the numbers beforehand. This would reflect not only an increase in the numbers of athletes, but also a measurement of the degree of improvement in coaching, and support services. Of course, any sport development program is contingent on the level of funding available, and many sport organizations would like to see their programs enhanced with the prospects of more athletes. An example of the effect of reduced federal program funding to sport organizations equates to sending one squad of five athletes to compete on the international bobsleigh World Cup circuit in comparison to the current three squads. Although the one-squad group of athletes may perform as well as they did in the previous year, the program will be affected drastically in terms of performance of future potential athletes. (Hugill, Personal communication, 1994)

Data on the numbers of people participating in a sport can be obtained through membership lists of clubs, either individually, or on a provincial or national basis. Thus, an increase in a sport after a major games event could be attributed to exposure of that sport during the games, and the eventual awareness and hype in becoming involved. Any increase in participation would benefit the sport but not necessarily sport development at the upper echelons. Thus, the new Commonwealth Pool in Saanich may increase overall participation in terms of recreation. But the fact that the main local competitive swim club is moving its location to the new pool does not necessarily mean there will be more athletes. Of course, with the establishment of the Commonwealth Centre for Sport Development, there will indeed be more carded athletes from across the country, if, in fact, Swimming/Natation Canada designates this pool as a national training centre. The very presence of national carded athletes in a given locale should enhance the development of local carded athletes.

These benefits and others listed in Table 4-1 provide a framework to measure the relative positioning of a sports event to the sport development legacy. Certainly, hosting future national and international events, creating new national training centres, and developing more coaching opportunities will enhance the sport development legacy. (Canada Games Council, 1994:12)

The sport development legacy also may be perceived from the degree of public funding towards facility development, and the example of stadium and arena facilities provides a framework to analyze other types of sport facilities that are used for high performance sport. With reference to the location of national/regional high performance centres in Canada in Appendix 5 (e), most facilities have been developed with some degree of public subsidy, either by the municipality in the development of pools and sports fields, by the university in the development of gymnasia, or by the games organizing committee through a major games event. Regardless of the degree and source of the public subsidy, it is presumed that no provision is made to recoup the initial investment in the future operation of that facility, and thus, the initial

Table 4-1: **Sport Development Legacy Criteria**

FACTOR	MEASUREMENT
• Athlete preparation and performance	• # of carded athletes • # of A and B athletes • International performance
• Athlete ability to balance sport, school/ work and personal demands	• Qualitative feedback from athletes • # athletes completing school
• Quality and availability of coaching	• Ratio (coach: athletes) • Changes in training program • Coach qualifications

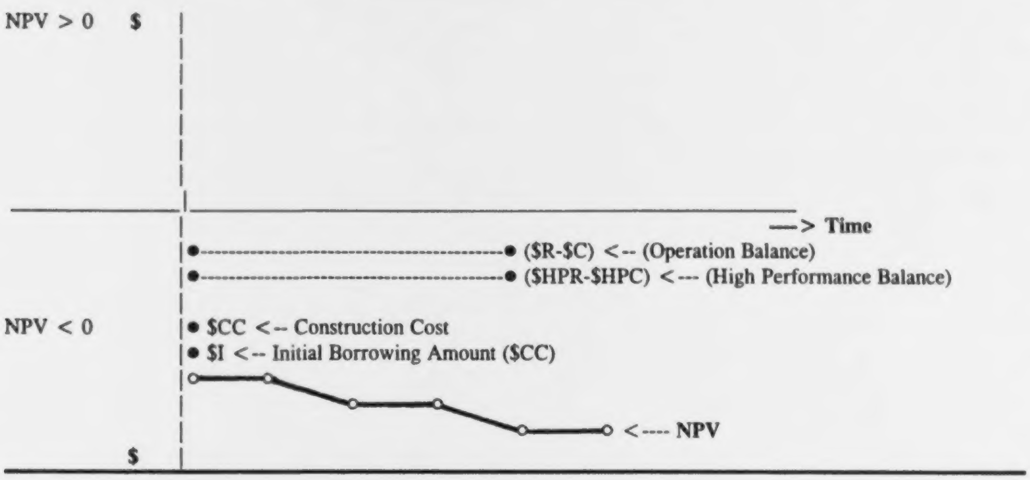
• Sport medicine services	• Incidence of injury/sickness
	  • Training days lost
	  • Competition opportunities lost
	• Return to activity time

• Sport science services	• Qualitative feedback from athletes and coaches • Value/applicability of testing and research
• Systems enhancement	• # of NSO's designating facility/centre as a national high performance centre
• Competition	• Number of national/international competitions at facility/centre • Performance of resident athletes

Source: Bales, J., Findlay, S., France, B., Gowan, G., & D. Smith. (1993). *National multi-sport development centre: Calgary - a proposal for discussion by potential partners.*

subsidy is considered to be a social cost. If the facility is publicly operated, it is presumed it will have an operating deficit to be paid by the public sector either through property taxes in the case of a municipally operated facility, or provincial taxes in the case of a university operated facility. As noted earlier, most swimming pools had an operating deficit. Even the high performance program operates at an operating deficit: as noted earlier, high performance users contribute about 10% less than public users in relation to degree of use. No matter which perspective is taken, most facilities used and most programs organized for high performance sport will have a negative net present value, as shown schematically in Chart 4-1.

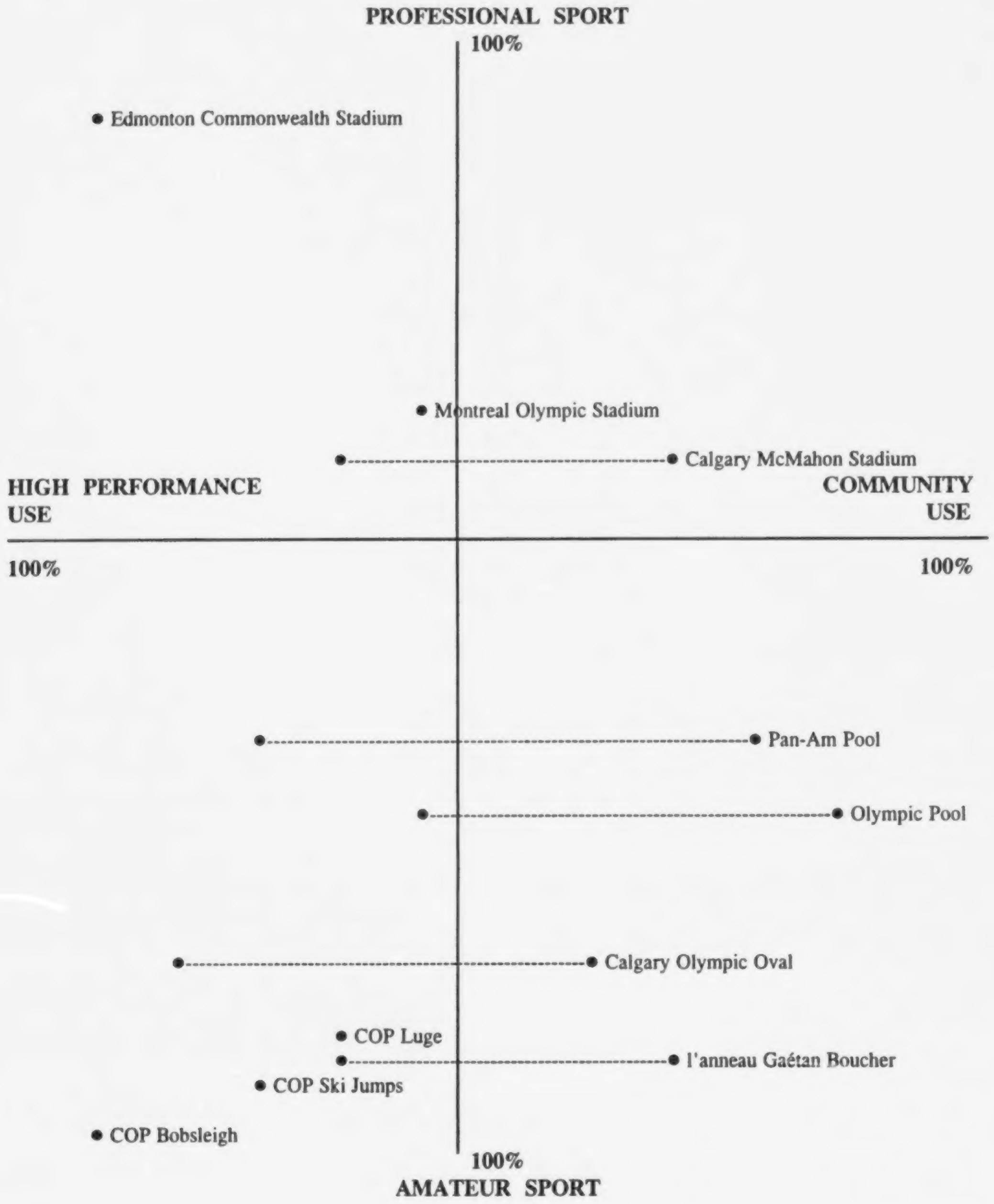
Chart 4-1: **Schematic of Net Present Value of a Public Owned and Operated Sports Facility**


NPV > 0
$
—> Time
($R-$C) <-- (Operation Balance)
($HPR-$HPC) <--- (High Performance Balance)
NPV < 0
$CC <-- Construction Cost
$I <-- Initial Borrowing Amount ($CC)
<---- NPV
$

Given the emphasis in this thesis on the facility legacy, a sport development legacy typology has been developed in Figure 4-2 to position facilities relative to each other along two poles - high performance use to community use; and amateur sport to professional sport. A facility may be positioned in one place if it serves a particular clientele. For example, the COP bobsleigh track serves only high performance athletes for the sport of bobsleigh, whereas the sport of luge has a lesser degree of high performance as noted earlier. Facilities which serve a broader spectrum from both high performance to community use, are shown as a continuum between the two poles, such as for the Pan-Am and Olympic Pools, Calgary's McMahon Stadium, and the ovals in Calgary and Ste-Foy. The relative positioning of similar facilities on the vertical axis demonstrates the total users of the facility. Thus, the Olympic Oval is higher than l'anneau Gaétan Boucher, while Edmonton's Commonwealth Stadium is positioned higher than McMahon Stadium since the former stadium has attracted more spectators.

Finally, the sport development legacy of major games events may be perceived in terms of the sports movement as a mechanism to promote and enhance sport in Canada. In the case

Figure 4-2: **Sport Development Legacy Typology (Facility Use)**



of the Canada Games, positive feelings and accomplishments at these events should encourage participants to continue to promote sport in whatever capacity either as competitive athletes, officials, sport administrators, or volunteers. There is no accounting for this movement, although a continuous dialogue mechanism (e.g. newsletter) after the event would enable one to measure to some degree the legacy of the event, and the benefits in terms of the numbers of people being retained in the sports system.

Summary

This chapter has examined Proposition #2 with several case studies of facilities that have been developed primarily through major games events. The user data in Appendices 4 (c), (d), and (g) have provided the means for evaluating the expected legacies during the planning of these events. On the one hand, there are some discouraging results (e.g. Mount Nakiska, Montreal Olympic Pool) which are the culmination of misread economic trends and design feasibility studies with respect to post-event use. However, there are some facilities that have enhanced Canada's high performance sports system, and which serve as models or benchmarks for the consideration of future development or enhancement of sports facilities. These model facilities have the following characteristics:

1) Uniqueness - in design, and in being the only facility of its kind in Canada (e.g. Olympic Oval, COP Bobsleigh/Luge Track);
2) Legal agreements for high performance use (e.g. Father David Bauer Arena; Saanich Commonwealth Pool, Pan-Am Pool);
3) Multi-purpose use - other facilities or activities outside of the primary use for which the facility was designed, for additional revenue generation for the facility, and for general public use (e.g. Kinsmen Pool/Fieldhouse; Saanich Commonwealth Pool, Canada

Games Complex - Thunder Bay);

4) Endowment funds to offset operating costs for high performance use (e.g. Canada Olympic Park, Olympic Oval, Saanich Commonwealth Pool); and

5) Supportive policies on high performance user fees and access (e.g. Claude Robillard Centre, City of Montreal administration).

Although various case studies of sports facilities have been presented, the analysis does not favour either the support or non-support of Proposition #2 in any substantive way. For both major games and single sport championship events, there are successes and failures of the planned proposals of facilities for post-event use. What is important is to recognize the failures, learn from them, and enact the five above characteristics (with the possible exception of "uniqueness") of what makes a successful facility operation for high performance use.

Chapter 5

POLICY FOR SPORT DEVELOPMENT - FACILITY APPROACH

This chapter examines Proposition #3 which states that "**current policies and standards for the development of national sport facilities are tightly linked to the hosting of sports events, particularly at the international level, and, in consequence, are largely dictated by the facility and event requirements of international sport federations and games associations rather than the needs of subsequent users, particularly high performance athletes.**" In this regard, policies of different levels of government and sport organizations will be analyzed from two perspectives: the degree to which the hosting policy of events has shaped facility development; and the degree of success in developing national sport facilities for high performance athletes. Thus, policies discussed in this chapter fall into two general categories: hosting policies and high performance policies, both with the focus on facility development.

For the past twenty years, there has been considerable change in the process of policy formulation for sport development. What follows is a chronological outline of the major policy initiatives and events affecting high performance sport over that period.

1967 - Formulation of the policy for the Canada Games, with the first Games in Québec City, and the one-third cost sharing formula for capital development.

1972 - Prior to the Montreal Olympics in 1976, there was no formal policy development for facilities and the hosting of events, except for the concept of a Québec Sports Institute to be housed in the Olympic Stadium Tower.

1973 - Olympic Lottery Canada was established by the federal government to raise funds for the 1976 Montreal Olympics. The total net amount raised was $393 million.

1975 - The Province of Québec established the Olympic Installations Board in taking over from the City of Montreal the final construction stages and operation of the Olympic facilities in Montreal Olympic Park.

1976 - Despite making an operating profit of $232 million, the 1976 Montreal Summer Olympics incurred a staggering $1.6 billion debt due to poor planning, mismanagement, and corruptive practices in the construction of facilities.

1978 - After its ad hoc involvement in the 1976 Montreal Olympics, the federal government introduced the first hosting policy for national and international sporting events in 1978, and subsequently revised it in 1983, after a lost opportunity to apply it fully to the bidding for the 1988 Calgary Olympics.

1979 - The Minister of State for Fitness and Amateur Sport, Iona Campagnolo, verbally agreed to a federal contribution of $200 million for the 1988 Calgary Olympic Games. These funds were non-tax contributions originating from provincial lottery funds and the Olympic Coin Program. There was no formal assessment through the government's hosting policy of the financial request by the Calgary Bid/Organizing Committee.

1983 - CODA, as steward of the new Canada Olympic Park, proposed in 1983 a multisport national training centre for winter sports as a legacy from the 1988 Olympic Games. The concept was inserted into various agreements between OCO '88 and its government and university partners.

1983 - The City of Montreal drafted a policy for high performance use of its facilities, one of which was the Claude Robillard Centre developed in part for the Olympics, and currently the national training centre for five sports. This policy was approved in 1986.

1983 - Sport Canada, together with national sport organizations, started to establish and fund single sport high performance centres across the country, after it had introduced the High Performance Centres Policy in 1983, the implementation of which has become the backbone of high performance sport in Canada. This policy has encouraged national sport organizations to review their high performance needs and develop criteria in selecting the location for their high performance centre(s).

1984 - The Umbrella Agreement between OCO '88 and the federal government established an endowment fund of $30 million as part of the federal financial contribution to the Calgary Olympic Games. This fund was intended to pay for the operating and maintenance costs of the facilities at Canada Olympic Park, and the Olympic Oval. In addition, Games profits of about $55 million were allocated to this fund and other funds established for facilities at Canmore and Haig Glacier. The present market value of these various endowment funds are over $128 million (1995).

1986 - The federal government concurred with a request from the Commonwealth Games Association of Canada for a $50 million contribution to the 1994 Commonwealth Games in Victoria.

1986 - The 1983 hosting policy is considered impractical for the purposes of major games events, given its relative non-application to the Calgary Olympics and the Victoria Commonwealth Games. However, it was (and is still) applied to the hosting of national and international single sport championships.

1987 - The City of Winnipeg begins the process of a bid for the 1999 Pan American Games, and contributes its one-third share of the $15 million Tripartite Agreement with the Province of Manitoba, and the Manitoba Sports Federation to upgrade facilities to host the 1990 Western Canada Games, and to position the city in its bid for the Pan

American Games, but also to host other major national and international events. An example of the implementation of this program was the addition of a $3 million 50-metre warm-up pool at the original 1967 Pan-Am Pool to meet the upgraded and current international swimming pool standards of FINA.

1990 - Two years after the Calgary Olympic Games Sport Canada started the process to develop the multisport national training centre concept. The National Multi-Sport Development Centre was opened officially in January, 1994, later renamed as the National Sports Centre Calgary (NSCC).

1992 - Calgary's multisport development centre concept is carried forward in the federal policy document, *Sport: The way ahead* (1992), as a model for the Sport Development Centre as a means to develop further community-centre sport. This document also recognized the need for similar national multisport development centres elsewhere in Canada. Concerns about the hosting policy are discussed, with recommendations to revamp the policy.

1992 - The Province of British Columbia started a process to establish a policy on the creation of regional multisport network centres. The program was officially announced in 1994, and by 1995, there were four established regional multisport network centres in the province.

1992 - The Canada Games Council revised its financial framework for cost-sharing of future Canada Games. Capital spending was to be limited to $6 million, $2 million from each government partner.

1993 - The Saanich Commonwealth Pool is completed for the 1994 Commonwealth Games. The City of Saanich, the federal government, and the Province of British Columbia signed a $4 million Operating Trust Agreement to cover operating and maintenance costs of the high performance zone of the complex over a 25-year period. Outside of this agreement, there were no other endowment funds for the operation and maintenance of facilities built for the Commonwealth Games.

1994 - As part of its original $50 million contribution to the Victoria Commonwealth Games, the federal government set aside $10 million for a sports programming endowment fund for the operation of the Commonwealth Centre for Sport Development with its administration housed at Saanich Commonwealth Place. With the profits of $4.6 million from the Games, this fund is presently valued at $14.6 million (1994).

1995 - The federal government approves a new hosting policy for international sporting events.

1995 - The Winnipeg 1999 Pan American Games Organizing Committee begins to investigate the establishment of a multisport development centre as proposed in its international bid. Although no funds had been allocated in its proposed budget for this centre concept, it is expected the concept will be based on the Commonwealth Centre for Sport Development in Victoria.

The events outlined above include significant policy decisions at the federal level. However, only a sampling of provincial policies has been included. Other provinces may have policies on hosting and the development of regional sport development centres. However, sport development policies in British Columbia and Manitoba offer excellent examples of models that can be applied to policies on facility development for high performance sport. The following discussion of policies for both hosting events and developing high performance centres is divided into three sections, representing policy formulation at the federal, provincial and municipal levels.

Hosting Policies

Hosting policies fall into two categories: direct policies in which the purpose, objectives, procedures, and intended products are outlined explicitly or implicitly; and indirect policies, implied through other policies, but with no formal procedures. The three federal hosting policies of 1978, 1983, and 1995, and municipal hosting policies fall into the first category, while provincial hosting policies fall into the second category. The details of the federal hosting policies will be discussed first, followed by provincial hosting policies, in Alberta and Manitoba, with Ottawa and Calgary being used as examples to discuss municipal hosting policies.

Federal Hosting Policies

The federal government has introduced three hosting policies over a period of 17 years. These policies (1978, 1983, and 1995) are summarized in Table 5-1 by reference to four main parameters: the rationale for the policies; the criteria used in evaluating bid applications for hosting sports events; the approval process, including timelines; and cost-sharing provisions for funding the events. These parameters are analyzed further with respect to certain events that have shaped the policies, and the degree to which the policies have been effective in providing guidance to and action by the federal government in the hosting of sports events, with a particular focus on facility development.

Table 5-1: **Federal Hosting Policies Parameters: 1978-1995**

PARAMETER	HOSTING POLICY		
	1978	1983	1995
Rationale • **General**			• Number of sports events hosted in Canada is increasing.
• **Economic**	• Procedures be established to obtain approval in principle for federal support. • Guidelines be developed to determine the level of federal support.	• Better effort of rationalization required to meet the demands of tighter economic resources. • Concern that some sports events lose money, encumbering additional financial burdens to all levels of government, and to national sport organizations for the hosting of single sport championship events.	• With reduced economic resources, the federal government should invest in sports events that have significant sport, economic, social and cultural benefits. • Costs associated with the bid selection process are increasing. • Recognition that the federal government needs closer partnerships with other governments and the private sector so that they are not the major source, at least for major games events.
• **Sport Development**		• Necessary to realign policies/procedures to meet both medium and long-term goals - both for individual sports and the Canadian sporting community. • Concern that some events contribute only minimally, if at all to the development of high performance sport in Canada.	• Net sport benefits.

PARAMETER	**HOSTING POLICY**		
	1978	**1983**	**1995**
Criteria • **Scope**	• International events. • National games events.	• International multisport games events, single sport events, multisport events (i.e., Sports for the Disabled), invitational events. • National multisport games events (excludes Canada Games Winter Arctic Games)	• International multisport games events, single sport events. • Strategic focus events (i.e., North American Indigenous Games). • Events governed by federal/provincial agreements (i.e., Canada Games) excluded.
• **Event Feasibility**	• Benefit to Sport(s), to Canada. • Interest by other governments. • Net Operating Costs.	• Ability of NSO's to fulfil technical and operational obligations. • Involvement by other levels of government.	• Significant net sport, economic, social, and cultural benefits. • Demonstrated community support.
• **Organizing Committee**	• Managerial capability. • Financial control and accountability.	• Managerial capability. • Financial control and accountability. • State of organizational planning.	• Organizational ability. • Technical capacity.
• **Facility Legacy**	• Need for the proposed facility. • Benefit to the local / regional community in terms of post-event utilization. • Ongoing maintenance and operating costs.	• Long range need and use of proposed facility meeting community requirements. • Capability and commitment of owner to operate / maintain the facility. • Demonstrated commitment by the sport, local and provincial governments for the facility to be used as a centre for high performance sport.	• Facility legacy - access for high performance athletes in perpetuity.
• **Venue Suitability**	• Technical suitability of the site for the proposed competition. • Media visibility to be achieved at the venue.	• Existing facilities with international standards. • Choice of most appropriate venues.	• Comply with environmental laws, and conduct initial environmental screenings where required.
• **Economic Benefits**	• Employment during construction phase. • Other revenues (i.e., tourism)		• Economic evaluation.
• **Sport Development**		• High performance benefits. • Legacy to strengthen future sports performance internationally.	• Recruitment and preparation plans for officials, volunteers, pre-event trials. • Sport programming and service benefits for high performance athletes, in perpetuity.

PARAMETER	HOSTING POLICY		
	1978	1983	1995
Approval Process			
• **Submission Deadline**	• 5 years prior to event.	• 5 years prior to games event, 2 years prior to other events. • 1 year prior to review by international sanctioning body.	• Not provided.
• **Submission Data**	• Similar information contained in bid application to national sport or games association. • Written agreement in principle from other governments, sponsors.	• Similar information contained in bid application to national association. • Written "support in principle from "senior executive officers" from other governments, NSO's (games events). • Formula for distribution of profits. • Technical benefits to sport.	• Sport development initiatives in training and post-event involvement of officials, volunteers. • Legacies in facility access, athletes, coaching, sport medicine/sport science in perpetuity. • Economic impact studies, cost/benefit analysis. • Social benefits to groups and federal programs. • Cultural benefits for Canadian culture.
• **Approval in Principle**	• No timeline.	• Hosting Review Committee established by Sport Canada. • No timeline provided.	• Federal support requested before bid submission to international (franchise holder). • No timeline provided.
• **Negotiations**	• 2-4 years prior to event, branches of the federal government under the chair of Fitness and Amateur Sport prepare budgetary estimates, and negotiate with organizing committee and other governments.	• Detailed (Phase Two) submission • Post-event usage of facility for high performance sport. • List of indirect federal services. • Honour federal position concerning the Republic of South Africa • Federal assistance confirmation within 3 months of detailed submission. • Sport Canada to establish Interdepartmental Committee. • Multi-party agreements with organizing committee, governments, and national multisport agency on financial arrangements.	• Single sport events reviewed by Canadian Heritage (Sport Canada). • Major games events assessed through a broad inter-departmental process.
• **Final Approval**	• Not provided.	• Not provided.	• Not provided.
• **Distribution of Funds**	• 1 year prior to event for single sport events. • 3 years prior to event for major sports (games) events.	• Not provided.	• Not provided.

PARAMETER	HOSTING POLICY		
	1978	1983	1995
Cost-Sharing • **Specific**	• One-third among three levels of government.	• No specific cost-share provisions. • Distribution of profits including remittance of some or all federal funds provided on an "underwrite" or contribution basis.	• Maximum of 25% of total event costs. • Not exceed 50% of total public sector contribution. • Federal contribution includes direct, indirect, essential services, and legacy. • Federal government not sole source of sport legacy.
• **Eligibility**		• Funding for operating costs for all events. Recurring single sport invitational events on an annual or biennial cycle not eligible, limited to once every three years. • Funding for capital costs for games events only.	
• **Conditions**			• Dependant on available funding. • Games funding dependant on Cabinet approval. • No new federal monies available. • Costs to be absorbed by federal departmental A-base budgets. • No direct bid support - limited to indirect non-financial support. • No guarantee to federal deficit financing.

Sources: Health and Welfare Canada, Fitness and Amateur Sport. (1978). *Canada's hosting policy: Sport event guidelines.*
Sport Canada, Fitness and Amateur Sport. (1983). *Sport Canada hosting policy.*
Sport Canada, Department of Canadian Heritage. (1995). *Federal policy for hosting international sports events: Policy tenants and assessment guide.*

Rationale

The first federal hosting policy in 1978 attempted to rationalize the approval process for requests for federal funding to host sports events, while the 1983 Policy focused more on the limited economic resources available to the federal government. These earlier versions of the hosting policy were a catalyst to the growth in sport development, as Zimmermann (1994) observed: "The Canadian sports system was developing and becoming more sophisticated.... Hosting events became an important element for the development of the sports system, and that is what precipitated the hosting policies in 1978 and 1983. There was a real focus toward the development of sport, and the legacy of facilities and training centres. But the hosting policy was a tool in those days to develop the sports system." The 1995 Hosting Policy has emphasized the sport development rationale even further in terms of legacy, but is overshadowed by the pervading federal economic agenda of overall benefits and the realization of limited federal resources to support the hosting of events as in the past. Bid/organizing committees must rely in the future on partnerships with other governments and the private sector. Thus, even though the sport development and economic principles have been present in the rationale for all hosting policies, the emphasis has altered.

It is difficult to ascertain the reasons for having federal hosting policies. They are not necessarily explicit to the introduction of the policies. However, particular events may have precipitated the drafting of the initial policy, and its two subsequent revisions.

The 1978 Policy alluded to the "ad hoc" approach in providing direct and indirect assistance to amateur sports events. Although not referring to any particular event, this approach was most evident in the federal experience for the 1976 Montreal Olympics, and the (then) upcoming Edmonton Commonwealth Games. Both COJO and Auf der Maur (1976) refer to delays caused in invoking the federal legislation for funding the Olympics, namely the

Olympic Coin Program and Olympic Lottery Canada. The latter was instituted when the City of Montreal was running into financial difficulty, and (renamed Loto Canada) it was continued for another three years after 1976, in part, at the request of the City of Montreal and the Province of Québec to offset the staggering debt of $875 million for the Olympic Stadium, as well as to pay for the federal financial contribution to the 1978 Commonwealth Games in Edmonton. However, the federal government may have had concerns about its $142 million in indirect funding to the Olympic Games (e.g. security, protocol), without fully evaluating the original financial impact on the federal government when Montreal earned the bid in 1969. Thus, it could be said that the ad hoc approach towards federal funding was not a fault of the federal government approach to the Games, but rather could be attributed to the flaws in the bid selection process and the transition period after the IOC awarded the bid to Montreal which enabled Mayor Jean Drapeau to alter and expand his vision to develop extravagant and costly "world class" Olympic facilities at Montreal Olympic Park.

The federal government, through the Ministry of State for Fitness and Amateur Sport, introduced the federal Hosting Policy in November, 1978, principally to develop procedures and guidelines for it to review funding requests by prospective bid/organizing committees. But Iona Campagnola, the Minister of State for Fitness and Amateur Sport, did not abide by this policy when in 1979 she met with the Calgary Bid Committee, headed by Frank King and Bob Niven. As King (1991) described that meeting, Campagnola was presented with the 1988 Olympic Games budget drafted by King and Niven the evening before, and the Minister agreed verbally on a federal contribution of $200 million. This request for federal financial support was never given the formal federal review process that the Policy had aimed to achieve, and even as new Ministers of State were appointed to Fitness and Amateur Sport, there appeared to be an attempt by federal bureaucrats to question this $200 million federal contribution. Thus, the Policy was tightened in several areas when it was revised in 1983.

However, the $200 million promise to the Calgary Olympic Games proved to be difficult for the federal government to implement within its own funding programs. Outside of the Olympic Coin Program, there was no other source for funding the Games. The federal government was hoping that the new federal Sports Pool introduced in 1980, after the termination of Loto Canada in 1979, would provide the funding for such sports events. However, the Sports Pool was not successful, and eventually was terminated in 1984 by the newly elected Conservative Government. Thus, the federal government had to negotiate with the ten provinces to obtain $100 million from their provincial and regional lottery programs on the condition that the federal government would never enter into the lottery business. The balance of the funding ($124 million, including $24 million for inflation) came from the Olympic Coin Program ($90 million) and the seigniorage ($34 million) from the sale of the new one dollar coin (the loonie).

The Calgary Olympics did allow for a better assessment and identification of various types of federal support, in direct financial assistance, essential federal services, and indirect discretionary services. These provisions were enacted in the 1984 Umbrella Agreement between OCO '88 and the Government of Canada for the 1988 Calgary Olympics, and the same approach was taken in the federal financial support for the 1994 Victoria Commonwealth Games.

Nonetheless, the politicization behind the approval of the requests for federal support for both these major games events had undermined the rational bureaucratic process. It has been implied that, in fact, the 1983 Policy was only used for about two years until it was determined to be unworkable, at least for major games events. The Policy has, however, been promoted continually in the reports of Sport Canada's Core Support Annual Program in terms of "the hosting of major world-level competitions and games in Canada".

The Policy has been used successfully in the hosting of single sport championship events, perhaps due, in part, to the closer linkage between the federal government (through Sport Canada) and the national sport organization as the proponent, with little or no political interference. Single sport championship events are less complex in terms of their organization, cash flow requirements, and funding for both operations and capital development. Most of the requirements for single sport championship events fall into what is called the direct program quadrant (Figure 5-1) since the federal government (Sport Canada) has had monies set aside annually to assist local bid/organizing committees and national sport organizations.

Since the time Sport Canada has had records, from 1986-87 to 1994-95, the federal government has provided financial assistance for **66** international events in **34** sports. Prior to the Calgary Olympics (1986-88) there were 12 events in 10 sports; between the 6-year period between the Winter Olympics and the Commonwealth Games (1988-1994), there were 47 events in 30 sports; and for the two years since, the federal government has supported 7 events in 6 sports. (Sport Canada, 1995) The Task Force in *Sport: The way ahead*, leaned towards the status quo of hosting single sport championship events rather than major games events because of the higher costs and longer periods to secure the latter. (Canada, 1992:120) However, there was an inclination to change the direction of the hosting policy that would support a long-term strategy for hosting, and to link this strategy to other goals, including the concept of legacy funds for ongoing sport development in the host community, and ensuring balanced regional distribution. The 1995 Policy did this, but expanded the policy framework to meet the departmental agendas of Canadian Heritage (e.g. youth, employment equity, aboriginal people, multiculturalism).

Criteria

Criteria employed in these hosting policies have been used to evaluate bid applications from the federal perspective of meeting certain objectives for high performance sport (e.g. legacy). In particular, the 1978 and 1983 Policies had criteria on facility development in terms of venue and facility suitability and post-event legacy. The bid/organizing committee had to demonstrate the need for the facility at the community level while serving high performance sport. These criteria were due, in part, to the principle that the federal financial contribution could be applied to both operating and capital costs, at least for major games events. Where federal monies were applied directly for capital projects for the Calgary Olympics, and indirectly for the Victoria Commonwealth Games, the federal government (through written agreements with the games organizing committee and facility operators) ensured that these facilities would be made available for high performance sport.

The 1995 Policy addresses the sport programming legacy with an assumption that there would be an endowment fund for this purpose, similar to the implementation of the funds in Victoria. However, such practice only replaces funding that would normally be allocated to the use of that facility by the respective NSO or PSO. The legacy expected in the Policy states that these facilities must be accessible for high performance athletes "in perpetuity". This may be a somewhat lofty goal because: (1) many facilities for a major games event (e.g. arenas for gymnastics) are not used afterwards for that sport; or (2) they are used for professional rather than for amateur sport (e.g. track and field); or (3) other more suitable facilities will be developed in the future that pertain more to the high performance program of the respective sport. In order for this sport programming legacy to be initiated, the bid committee must have written assurances from existing and potential facility owners/operators and the respective national and provincial sport organization that the facilities would and should be available for high performance sport.

However, the 1995 Policy does not recognize the requirement of facility endowment funds for facilities that will be used for high performance and most likely are designed beyond the "sport and recreation fit" of the host community. Although the creation of facility endowment funds was the product of an informal policy for the 1988 Calgary Olympic Games and 1994 Victoria Commonwealth Games, there are other examples where this has not been practised. With respect to the federal financial contribution to the upgrading of l'anneau Gaétan Boucher in Ste-Foy (1985), and to the operating costs and capital development for the 1994 Nordic World Championships at Big Thunder in Thunder Bay, there were no written agreements between the federal government and the facility owners to create endowment funds to offset the additional costs of maintaining the facilities. It was simply assumed that the facilities would be available for the training of high performance athletes.

The 1995 Policy eliminates the criterion "choice of most appropriate venues" from the 1983 Policy, which implies that the federal government is not as concerned with the location of the facilities. However, "appropriate venues" and "sport programming for high performance" are intertwined. This was an essential component to the direct federal involvement in the development of Canada Olympic Park and the Olympic Oval for the Calgary Olympics. Even though the federal government is not necessarily involved in the decisions about the location of such facilities, it is obvious that if it wishes to emphasize the sport programming legacy, it must take a more proactive role in influencing the decisions about location and design of these facilities.

Approval Process

Although the approval process for the 1983 Policy was detailed in terms of timelines and phases of decision making, it did not recognize the varied time frames between different types of major games events and single sport championship events. The 1995 Policy has resolved this by not specifying any timelines or phasing to the approval process. The 1995 Policy also has removed the pre-condition that other parties, especially governments, commit funding prior to the federal commitment. It will be up to the bid committee to obtain this commitment from all partners prior to the submission of the bid to the international games association. As Peat Marwick (1989) recommended in its review of the 1996 Toronto Olympic bid, a written agreement between the federal government and the organizing committee on this financial commitment is necessary prior to the bid selection by the international games association. This would go a long way in convincing the games association that the host city has government support.

Normally, once the games event has been awarded, the new organizing committee would wait until the television rights revenues have been settled to work out the final financial commitments from its partners, unless the process is changed to include a television network as a committed partner during the pre-selection bid phase. For the Olympic Games, the IOC has negotiated with major television networks the television rights revenues up to the 2004 Olympics. Thus, the bid committee will know its share of television revenues based on the proportion set by the IOC. Outside of other expected revenue sources from the private corporate sector, the games budget would have less chance of being altered.

It was expected in the two earlier policies that federal "support-in-principle" and "guarantee" were required at the bid selection stage. The "support-in-principle" was related to the principle of allowing athletes and officials from other countries to enter the host country uninhibited for a period of six weeks before, during and after the event. However, the "guarantee" was related to the assumption and expectation that the federal government would provide financial guarantees if the sports event ran into a deficit position. Other than sanctioning the event, the international games association or sport federation does not hold any responsibility for its financial success or failure. Such financial guarantees normally are left to senior levels of government. For the Montreal Olympics, the provincial government provided the guarantees. Indeed, they **had** to take over the financing one year in advance of the Games and establish the Olympic Installations Board to complete the facilities and eventually operate them. The Board continues to maintain the stadium and the swimming pool facilities at Olympic Park, and to pay off the current $400 million debt of the Olympic Park complex. For the Calgary Winter Olympics, both the provincial and federal governments provided financial guarantees prior to the IOC selection of the host city. This does not imply that the federal and other governments will be required to provide financial support. Even the 1995 Policy states that there may not be any (direct) financial contribution, especially for events that are profitable. But it also stipulates that there will be no "financial guarantees", and puts the onus on the organizing committee and most likely the international and national sport organizations for any deficits accruing from hosting the event.

In terms of the review process, the 1983 Policy stipulated that Sport Canada would establish a "Hosting Review Committee" composed of these sport organizations, and others such as the COA, the Coaching Association of Canada (CAC), and representative provincial and municipal officials. This committee would ensure that "the event will further the national sporting interest in a way consistent with Sport Canada's mandate" (1983:10). However, the review process is something of a duplication of the COA selection process. It would be more appropriate for the COA to take on this "leadership" role since it already has representation from all sport governing bodies. It selects the Canadian candidate city for the international bid process, and provides advisory assistance to the bid committee in its final preparation to present plans to the international games association. If the bid is successful, the COA assists the games organizing committee in the preparation of the games event. Sport Canada has membership on the COA, and through this organization may make suggestions and revisions to the plans to ensure that national sport interests are being met.

The 1983 Policy was quite specific about the types of information to be submitted as part of the bid application, very similar to the data submitted previously to the national games association or NSO. However, the 1995 Policy, with its emphasis on economic benefits and sport programming, would require bid committees to submit additional information on these topics.

Cost-Sharing

Prior to the 1978 Hosting Policy, there were no specific guidelines for cost-sharing of major games events. In the Montreal Olympics, Mayor Jean Drapeau had indicated that apart from certain federal-provincial programs (e.g. housing, transportation), no financing would have been required from the federal government. But there were indeed certain "essential" federal services necessary to host the Olympics, as Prime Minister Trudeau stated in 1973: "The staging of the Olympic Games in Canada will cause additional disbursements for the various federal departments in the discharging of their usual responsibilities... these expenditures are not included in the budget presented by COJO.... We must recognize that the large influx of Olympic participants and spectators will put particular pressures on various services, which... would have to be provided by the government of Canada... there is a further cost increment which would be incurred if the CBC assumed the role of the host broadcaster." (COJO, 1976:83) Thus, the federal government approved additional budget expenditures for "essential" services for security, customs, immigration and television broadcasting for the staging of the 1976 Olympics, eventually amounting to $142 million. The omission in published accounting of costs of "essential" services in these and subsequent major games events is due to reasons of "national security" and "public protection", given that terrorist groups may determine from the financial figures the degree of security procedures for the events. (Zimmermann, Interview, 1994)

Overall, the federal contribution towards the Montreal Olympics was $653 million, which included the proceeds from net lottery earnings and the coin/stamp program. This represented about one-third of the total costs of staging the Montreal Olympics, a formula which was common practice with joint ventures of every description among government partners.

However, the one-third cost sharing provision was not followed in the case of the 1988 Calgary Olympics. Even when the Minister, Iona Campagnola, gave her verbal promise of $200 million, the federal contribution would have represented 67.8% of the total $295 million being requested from government sources by the bid committee. The Province of Alberta's share would have been 23.7% ($70 million), with the City of Calgary's share at 8.5% ($8.3 million). There were attempts by succeeding Ministers to dispute this "promise", perhaps to bring it more in line with the cost-sharing provision of the policy. However, Berger (1994) explains the dispute as follows: "The question was whether it was $200 million or **up to** $200 million.... While it was not in the bid book, the federal Minister (Ray Perrault) said, "$200 million," one day, and "up to $200 million," the next day.... That was the problem. You can't have 'up to' because 'up to' involves an uncertainty." Thus, when the government changed the Hosting Policy in 1983, prior to the signing of the 1984 agreements with various partners of the Games, that verbal promise of $200 million became the focal point for all future negotiations. The 1983 Policy changed the specific cost-sharing provisions of the 1978 Policy to a non-specific negotiating state, where in Phase Two of the process Sport Canada would "commence negotiations with the Organizing Committee", and the Minister would enter into an agreement with the Organizing Committee "after the Minister's announcement (of the approval-in-principle in Phase One) and upon completion of all negotiations with all parties concerned." (Sport Canada, 1983:10-11) The only guideline with respect to the federal role in the negotiations was: "Direct federal financial assistance... represents only a portion of the total federal contribution. Other federal departments and agencies play a vital role in areas as diverse as security, logistics, immigration facilitation, translation, and television broadcasting. The nature and extent of this involvement will also be taken into consideration when calculating the total federal contribution." (1983:17)

To a large extent, efforts were made to distinguish between direct and other forms of federal financial assistance for the Calgary Olympics. The typology shown in Figure 5-1 has four types of programs and services - direct and indirect programs, and discretionary and essential services - outlining some of the more important programs and services with their approximate costs provided at the Calgary Olympic Games. This distinction was laid out, in part, in the Umbrella Agreement (1984) and the Operating Agreement (1986) between OCO '88 and the federal government. The $200 million contribution was divided into: capital ($155 million including the $30 million endowment fund); and operational ($45 million) within which "discretionary" services were "requested by OCO '88 which Canada may provide at its discretion on a cost recovery basis." (Canada, Office for the 1988 Olympic Winter Games. 1988:24) The discretionary services included "the operation of the material management system, translation and interpretation services, enhancements to postal services, enhancements to weather services, and security coordination for the Olympic Torch Relay." (1988:24-25) The federal government also provided ceremonial services at incremental cost. Overall these

Figure 5-1: **Typology of Federal Services and Programs: 1988 Calgary Olympic Games**

PROGRAMS *($221.6 m)*	**INDIRECT** *($3.6 m)* • OPERATIONS *($3.6 m)* • Tourism	**DIRECT** *($218.0 m)* • OPERATIONS *($47.2 m)* • Organizing Committee • Accreditation • Athletes Village • Arts Festival • Transportation • Pageantry • Volunteers • CAPITAL *($145.8 m)* • Canada Olympic Park *($70.2 m)* • Olympic Oval *($40.0 m)* • Father David Bauer Arena *($2.2 m)* • Endowment Fund *($33.4 m)* • OTHER *($25.0 m)* • Best Ever Program
SERVICES *($42.0 m +)*	**DISCRETIONARY** *($32.0 m)* • OPERATIONS *($2.3 m)* • Pre-Bid • Material Management System • Translation/Interpretation • Security (Olympic Torch Relay) • Enhancements to Postal Services • Enhancements to Weather Services • Musical Ride (RCMP) • Protocol (External Affairs) • Housing (CMHC) *($?)* • Native Housing (DIAND) *(?)* • CAPITAL *($29.7 m)* • Saddledome	**ESSENTIAL** *($10.0 m +)* • OPERATIONS *($10.0 m + est.)* • Security • Customs • Immigration • Postal Services • Weather Forecasting

Source: Canada, Office for the 1988 Olympic Winter Games. (1988). *The 1988 Calgary Olympic Winter Games: Report on the participation of the Government of Canada*. 53-54.

discretionary services amounted to $2.3 million including inflation. There were also services or programs offered which although discretionary could be construed as being indirect and accountable, such as the additional expenditures of $3.6 million by Tourism Canada, and indirect with the appearance of being non-accountable, such as the housing programs by DIAND and CMHC. However, the bulk of the federal operational funding ($47.2 million including inflation) was in the form of direct financial assistance for the programs managed by OCO '88, varying from the provision of athletes villages to the arts festival which has become an integral part of major games events.

It is known that the federal government provided essential services as required by federal legislation over and above the $45 million (with inflation, $49.5 million) allocated to direct programs and discretionary services . However, unlike the Montreal Olympics, there was no overall published accounting of the costs of these essential services (security, weather forecasting, customs, immigration, and postal), and this practice continued for the Victoria Commonwealth Games. The problem is that there does not appear to be a valid and consistent accounting of these services for major games events. Further, the degree to which they were negotiated to be included as part of the overall federal contribution has been inconsistent. In referring to the negotiations for the Calgary Olympics, Zimmermann (1994) explains: "The federal government is required by law to provide services when there are events going on in the country. So on the one hand there are those who argue that the costs for those services should be billed to the Organizing Committee, while others say, "Well, those costs are part of our contribution towards the Games." So we decided in the case of the Calgary Olympics within the $200 million contribution, there would be $8-10 million set aside for essential services that the Organizing Committee would never see. So there's that kind of formula." However, this was not done.

The difficulty in negotiating the federal financial contribution to the 1988 Calgary Olympics and the 1994 Victoria Commonwealth Games led the federal government to return to a more specific guideline on equitable financing in the 1995 Hosting Policy. "The federal government will limit its contribution to a maximum of 25% of total event costs, and will not exceed 50% of the total public contributions to the event. Calculations for determining federal financial support will include direct, indirect, and essential services as well as any contribution towards legacy." (Sport Canada, 1995:3) Thus, the new policy would account for all costs. However, the federal government has to have a better account of the costs of essential services for different games events before it is able to determine its contribution. In reviewing the proportion of public sector funding sources of the Victoria Commonwealth Games and the Calgary Olympics, there has been an increasing involvement by the federal government. Its proportion for the Calgary Olympics followed the policy - about 26% of total funds and about 47% of public sector funding; whereas for the Commonwealth Games it was about 38% of total funds and about 58% of public sector funding.

In most cases the federal contribution has been a lump sum amount given to the Organizing Committee, and the Committee decides in which areas the money is spent, whether operating or capital. However, the Calgary Olympics provided for the first time federal monies that were directed to specific capital projects. This was due, in part, to the manner in which OCO '88 had divided the projects among the various partners, capitalizing on their planning, organizational, project management, and building construction expertise. However, another implied reason was that the partners could be responsible for projects that would come under their jurisdiction after the Olympic Games. For the federal government, the fact that new international winter sport facilities were being built provided the opportunity to ensure ongoing training centres and competition venues for high performance athletes in Canada. The ski jumps and bobsleigh/luge track, the speed skating oval, and the ice hockey facility at Father David Bauer Arena offered these opportunities for training centres. Also, the visible location of Canada Olympic Park by the Trans Canada Highway enabled a continuing and highly visible presence of the federal government's major stake in the Olympics, a theme stated in the 1983 Policy.

In the typology in Figure 5-1, such capital investments would be considered as being direct, channelled to specific sites. However, given the earlier decision made on the Saddledome Arena to attract a professional hockey franchise, the cost-sharing by the federal government towards this project is considered to be discretionary. Even King (1991) noted that the federal government had questioned its contribution towards this major arena. When questioned if the federal government did indeed have any guidelines to determine the federal involvement in providing funding for capital projects, Berger (1994) responded that there were none, and again, the decisions were based on negotiations. The 1995 Policy places a greater emphasis on the sport programming legacy of the facilities, at least in terms of continued sport programming and access for high performance athletes "in perpetuity". However, there is no reference in determining the **national** significance of these sport facilities and the degree to which the federal government should provide direct funding. The typology in Figure 5-1 does allow for that type of analysis, and, of course, it may be used for other levels of government to determine into which quadrant their programs and services should fall. This is relevant particularly to development projects which a major games event may enhance indirectly or even accelerate.

As noted earlier, Sport Canada fully expects "a demonstrated commitment by the sport (club or sport association), along with local and provincial governments, to ensure continued use of the facility as a centre of high performance sport." (Fitness and Amateur Sport, 1983:16) There is an apparent paradox here. The hosting policies do not refer to endowment funds for the maintenance and operating of these facilities after the event, but in the absence of policy, the precedent has been set in the establishment of endowment funds from the past major games events in Calgary and Victoria. Similarly, the precedent has been set in absence of policy for the federal government to provide a financial contribution to the bid committee (e.g. $200,000 for Calgary; $2.5 million for Québec City) in assisting its bid prior to the selection by the international games association. However, this practice is terminated in the 1995 Policy, at least in terms of direct grants.

Despite the lack of "official" policy, precedence has spurred recent bid proposals to include facility endowment funds (e.g. $70 million-Toronto; $25 million-Québec City). However, the amount of the endowment fund is dependent on two suppositions: (1) the facilities that will be covered - not all facilities are included; and (2) it is a one time financial contribution by the partners. The expectation is that the facility owners will be municipal and/or provincial governments. If the hosting policy favours the hosting of single sport championship events (as some national sport officials have stated), then the present policy of non-provision of capital funding for such events must be changed to conform to the policy for such capital funding for facilities required for major games events. The facility requirements for the 1995 Nordic World Championships at Big Thunder in Thunder Bay are the same as for the Winter Olympic nordic events held at Canmore and Canada Olympic Park in 1988. The sites are national training centres and conform to international standards. The operations at Canmore and Canada Olympic Park through CODA are supported by its endowment fund of over $100 million, whereas no such fund exists for the facilities at Big Thunder. The advantage of single sport championship events is that they may occur anytime and more frequently, whereas major games events happen less frequently and are subject to rotation policies of the games associations. A cost benefit analysis may indicate that single sport championship events would be less costly to all parties concerned than major games events, and have greater net-sport benefits if capital funding were included as part of the overall federal contribution.

The 1983 Policy stipulated that events take place in locations where international facilities exist. This provision has much merit. Certainly, if Sport Canada had a strategy for its preferred location of international sport facilities, it could influence the plans of the bid on the merits of that strategy through the COA review process as suggested earlier. For example, in the winter sports of bobsleigh and luge, an offshoot of that strategy may stipulate that there is a need for only one (artificial) joint bobsleigh/luge track for high performance training in the country. Thus, any proposal for such an international event would take place at the existing bobsleigh/luge track at Canada Olympic Park. Even if Québec City bids again for the Winter Olympics, the bobsleigh and luge events could take place in Calgary (or perhaps Lake Placid, site of the 1980 Olympics). The strategy makes economic sense, even though it is contrary to the IOC "compact" model for all events to take place within a given city or region. But such a strategy should be not only national policy, but also international games association (or sport federation) policy. Sport facility development at the international level should not constrain the financial resources of the host country and the host city and/or region.

Overview

The above discussion of the three federal hosting policies points out some of the dilemmas that the federal government has had to face to develop a rational decision making process in determining its place and involvement in the hosting of major sports events. However, these policies appear to be disconcerting to other parties in the hosting process where they are questioned by: bid committee members for the time delays to obtain approval-in-principle of funding commitments; COA representatives who select the candidate cities; and even the federal coordinator of previous major games events who noted that it is the community, not the government, that makes the decision to host the event: "People have struggled for years to try and have a hosting policy. But it starts with, in my view, on a mistaken premise, which is, it (the government) doesn't understand how games events get organized; it doesn't understand that it starts with a group of individuals at the local level who have a dream, who get people to buy in. It has nothing to do with bureaucrats in a provincial capital or in Ottawa determining that we are going to go for the games event, because they

can't organize games events... it's not a federal event. The federal government participate as partners, along with the province, and everyone has to participate. It can't succeed otherwise. And it's not because someone in Sport Canada says, "We are going to bid for the World Nordic Games" or "We are going to bid for the Pan-Ams" or "We are going to bid for the Winter Olympics." They can't say that, because they are not the organizers. They are not going to provide the 10,000 volunteers, and the leaders who are going to devote 10 years of their lives to this kind of thing, because that's what it takes; it takes 10 years." (Berger, Interview, 1994.)

On the other hand, Sport Canada officials perceive its role in the hosting process as being significant in determining the best net-sport benefits of such events. As long as the federal government remains a major stakeholder in high performance sport, the hosting of events becomes a catalyst for enhancing sport development. The 1995 Policy addresses well the sport programming legacy which, in part, will augment the current funding for high performance sport through the respective NSOs. However, it does not address the facility development legacy, which facility owners will demand if the federal government is to attain its goal of having facilities available for high performance athletes "in perpetuity".

However, a major change in the 1995 Policy is that no new federal monies will be available and the federal costs of hosting the event must be absorbed by the respective departmental A-base budget. This will be particularly difficult to coordinate when a series of major games events occur at about the same time. This appears to be the case for three major games events (Francophone Games, World University Games, and Pacific Ocean Games) which could be held in Canada in 2001. In the past, the federal government has had an informal policy to fund only one major games event per decade, even though politically it has not been practised.

Provincial Hosting Policies

Provincial governments have hosting policies, at least for sports events held at the provincial level. These include provincial single sport championship events and provincial games events, the latter tied to the national Canada Games and its hosting policy. Given that there is a regularity to the hosting of the Canada Games, the provincial games follow suit as trials to select the athletes to compete at the Canada Games. However, the hosting policies do not extend necessarily to the international level, partly because of the irregular hosting of these events and partly because there is no regular allocation of funds in place when provincial governments are requested by bid committees to contribute financially to the event. Procedures and criteria to evaluate such requests do not usually exist. For example, Alberta Recreation and Parks "will encourage and support the hosting of local, regional, provincial, national, and international levels of sport competition in Alberta." (Alberta, 1983:16) Although there are no procedures to determine how this support will be given, Alberta's Sport Development Policy (1983) does establish guidelines for facility development, the main thrust being that facilities built for major games events have a balance for post-event use between the community and high performance athletes. In fact, the Policy addresses the indirect approach to facility and sport programming endowment funds as follows: "For training facility needs of athletes of provincial and national calibre, Alberta Recreation and Parks will provide assistance to provincial sport associations to offset the costs of accessing existing facilities for training purposes" (1983:25-26); and "In cases where games facilities have been assessed as beyond the operating capability of the community, but are considered necessary by Alberta Recreation and Parks, special operating assistance will be considered." (1983:26) In Manitoba, this concept was taken further in the hosting of an actual games event.

Manitoba Sport Facility Fund

When the City of Winnipeg earned the bid to host the 1990 Western Canada Games, the Manitoba Sports Federation and the Province of Manitoba initiated a Sport Facility Development Fund, first with the City of Winnipeg (known as the Winnipeg Sport Development Fund) to be implemented between 1987-92, and second with the "rural" communities outside Winnipeg between 1992-97. The former program was a tripartite agreement, totalling $15 million, with each partner contributing one-third ($5 million), while the "rural" program had $8 million earmarked for it. The focus of these programs was on the development (acquisition, construction and upgrading) of "amateur" sport facilities, the basic principle being: "To assist in the development of facilities designed and used for training and competition opportunities recognized for regional, provincial and interprovincial athlete development programs." (Manitoba Sports Federation, 1993:2)

There was another agenda in initiating these facility development programs, at least initially for the City of Winnipeg; to position the City to make a bid to host the Pan American Games, first in 1995, and, if unsuccessful, in 1999. The bid process commenced in 1987, the same year the Winnipeg Sport Development Fund started. A total of $16.7 million was allocated through this Fund, of which $12.3 million (73.6%) was spent on upgrading existing facilities and building new facilities which would be required for the Pan American Games. The most significant projects were: the addition of the 50-metre warm-up pool and other improvements ($3.7 million) at the 1967 Pan Am Pool to meet current international requirements for FINA sanctioned events; a new softball complex ($2.5 million) at John Blumberg Park; and an expansion to the Waverley Soccer Complex ($2.5 million). However, the Organizing Committee for the 1999 Pan American Games has budgeted another $20 million for capital projects one of which is for a new baseball stadium complex. What is unclear is how much of this $20 million is attributed to facility development, and how much to improvements in running the event (e.g. lighting, extra spectator seating). Regardless of the proportion of capital development funding of the total 1999 Pan American Games budget ($120 million), the previous capital spending for "Pan-Am" facilities through the Winnipeg Sport Development Fund should be construed as a "Games" cost, raising it to $32.3 million, equivalent to 24.4% of a revised Games budget of $132.3 million.

The "rural" Sport Facility Development Fund could be tied to the hosting of a major games event, since the City of Brandon had been chosen in 1992 to host the 1997 Canada Summer Games. In the allocation of the $8 million Fund up to 1995, Brandon had received $1,145,525 for seven capital projects totalling ($2.95 million) for facilities which would be used for the Canada Games. This represented 20.5% of the total $5.6 million that had been allocated from the Fund up to 1995. Of course, this does not include the upgrading of the main baseball stadium, for which $1.3 million was spent to host the 1991 World Youth Baseball Championships, and the $6.0 million in capital funds that Brandon could receive under the current Canada Games funding formula. So, in total, facility development in Brandon in the 1990's under three types of funding programs could reached $12.9 million.

Although the "rural" fund is facility based, it is designed for the enhanced training of Manitoba's high performance athletes. However, the facility development program has not been integrated with support services such as sport science and sport medicine. This omission in the program has been recognized, and in Winnipeg attempts are been made to rectify this situation in using the Pan American Games as a catalyst to centralize the support services.

The facility development fund policies fall into the "indirect" quadrant of the typology in Figure 5-1 because the fund is a one-time program to enhance sports facilities over a given period. It is not a continuous program. On the other hand, the fund could be considered to fall into the "direct" quadrant since the monies are allocated to specific facilities to enhance the ability to host major events and high performance sport.

Municipal Hosting Policies

Municipalities most likely will have hosting policies to encourage and assist local groups in hosting sports events in their community. However, the policies take several forms. Most will be ad hoc, indirect policies where there are no specific funds allocated in the municipal budget for this purpose, and decisions on funding will be made on a specific one-time request for assistance from the proponent of the event. The amount of funding approved without any specific guidelines will be dependent, in part, on the significance of the event, especially in terms of the economic impact on the host city. Of course, the higher profile of the event, the higher the economic impact, and the higher the funding request, the greater part the political element will play in the decision making process.

Some policies, however, will be direct since the municipality has specific procedures and criteria to evaluate requests for funding, and more important, the municipal budget includes monies for this purpose. Calgary and Ottawa both have (or had) direct policies to assist groups who desire to host events in the respective cities. The policies have a range of grant monies available, depending on the level of the event. In Calgary, the rates (1988) varied from $1,315 for a "provincial" single sport "amateur" championship event, to $2,630 for a national, and $5,265 for an international event. Ottawa had a similar scale of grants for hosting events, but the program has been eliminated in budget cuts (1993).

For special national or international events which may have a high profile for the host city, Calgary has adopted the policy that a hosting grant may cover up to 20% of the total eligible costs. If this were applied to the 1988 Calgary Olympics, Calgary would have given a grant of $91.7 million. The City's actual operating expenditures amounted to $21.2 million (Calgary, 1988:93) representing 4.6% of the total operating expenditures ($458.5 million) for the Games, while its capital improvement contribution was $41.5 million. Calgary's proportion of the funding reflects a better appropriate share of the total funding in view of the economic benefits for the City.

The actual contributions in the case of Calgary and Victoria do not provide any clear guideline to municipalities who intend to host major games events in the future. Economic impact studies are needed to demonstrate the actual benefits both for the private and public sectors of the local economy. Some sliding scale is necessary to determine the municipality's appropriate contribution. The typology in Figure 5-1 is a means to identify, at least the direct and indirect programs and services that a municipality would provide to a major games event in the same manner that the 1995 federal Hosting Policy has done (e.g. essential and discretionary services, existing programs).

High Performance Centre Policies

This section analyzes the policy evolution for high performance centres in Canada. The format follows the same order (federal, provincial, municipal) as for the previous discussion. However, the regional network sports system in British Columbia, and the City of Montreal's support for elite athletes will be used as case studies of high performance centre policies at the provincial and municipal levels, respectively.

The term "high performance centre" is synonymous with a number of other terms used in the policy documents of various sports agencies, such as "sport development centre", "training centre", "multisport development centre", "national training centre", "regional training centre", and "regional network sport centre". All terms are intended to describe a place or environmental setting where athletes may train at various stages in their development. The following definition from Sport Canada has been adjusted to provide a common definition: "... a facility and environment that performs any or all of the following functions:

a) enables the NSO (or PSO) to provide concentrated and expert training and coaching for Canada's (and provincial) high performance athletes;

b) provides the sport specific facilities and equipment for such training;

c) allows NSOs (and PSOs) technical staff and athletes access to professional advice and assistance in the fields of sport medicine and sport sciences; and

d) develops coaches in support of improved levels of athletic performance." (1983:6)

Federal High Performance Centre Policies

There have been several federal policy studies and initiatives on high performance centres. The following discussion begins with a historical synopsis of this policy evolution, which is followed by an overview of their components, and ends with the current location of high performance centres in Canada.

Rationale

There have been six important initiatives by the federal government in setting policy for implementing high performance centres:

1983 - Sport Canada introduces the policy documents, *High performance sport centres: A Sport Canada policy*, and *High performance sport centres: General criteria*, to provide guidelines to establish high performance sport centres in Canada.

1989 - Sport Canada hosts a symposium on high performance sport where the concept of multisport centres is discussed, and the sport science community indicates its preference to centralize its operation in regional sport science centres.

1990 - Sport Canada starts to enact the concept of the multisport development centre in Calgary.

1992 - The federal Task Force in its policy document, *Sport: The way ahead*, proposes multisport development centres in five major urban centres throughout Canada, as part of its implementation of the community-centred sports system to initiate the sport development centre model for high performance.

1994 - The National Multi-Sport Development Centre is opened officially in January, 1994, later renamed as the National Sports Centre Calgary (NSCC).

1994 - The multisport development centre is extended to Victoria as a $14.6 million legacy from the 1994 Commonwealth Games, this money to administer the Commonwealth Centre for Sport Development housed at Saanich Commonwealth Place.

The introduction of a policy on high performance sport centres fulfilled a definitive gap in the guidelines for the design and operation of centres which had been in existence prior to 1983. Since 1983, the policy has become the backbone for high performance sport in Canada. The policy is still in effect and has been instrumental in establishing national and regional high performance centres across Canada.

The policy resulted in a direct funding program through Sport Canada for NSOs to establish high performance centres. The funding was directed towards administration and coaching at these centres, the details of which are discussed later in this section. The policy has encouraged many NSOs to identify their high performance needs and criteria in selecting the most appropriate location(s) for their high performance centre(s). However, given the number of termination of centres (29 out of 106 new centres) during the period 1983-87, it would appear that some NSOs did not have a valid long-term appreciation of their high performance requirements. Thus, it is perhaps not surprising that the National Task Force on Federal Sport Policy in 1988 concluded that, "The high performance system is still in its infancy and requires much more effort in order to progress significantly. A mature high performance system will require the coordination and focused application of many areas: the professionalization of coaching, the performance and carding levels of Canadian athletes, facility development, financial commitment to the system, etc." (Canada, 1990:34) Also, very little had been done to facilitate access to professional advice and assistance in the fields of sport science and sport medicine to athletes training at these high performance centres. (Findlay, Interview, 1994). Thus, one objective of the 1989 Symposium on High Performance Sport was: "To discuss ways of enhancing the athlete training environment through an ***examination of the critical components on the high performance sport system*** and consider the means by which these components be better integrated." (Canada, 1990:5) The concept of multisport centres was discussed at this symposium and carried forward as a recommendation in *Sport: The way ahead*. Since multisport centres have received most of the attention since 1990, the concept and its implementation are discussed in more detail.

Multisport Centres

The concept of multisport "training" centres was based on the Sport Development Centre model for community-centred sport. This model was intended to "develop a planned and coordinated approach to sport and sport services", being initiated at the local level either by "a municipality or interested community group." (Canada, 1992:101) The Sport Development Centre could have been a facility, a focal point for the community, and/or a coordinating system using a number of facilities throughout the community while providing a central information function. The multisport centre concept would have enhanced these Sport

Development Centres by facilitating "the linkages and common services amongst sports with athletes from a variety of sports training in one location (or community)... (creating) an optimal environment for sport excellence." (1992:104) However, the distinction between the two concepts is unclear. The sport development centre model is in essence a multisport centre. If there is a distinction, it is perhaps that the Task Force presumed that the multisport centre would provide additional services, such as sport science, from a higher level agency (e.g. provincial, federal). Thus, the sport development centre model should be labelled as a "multisport high performance (development) centre" as it would connote the idea that the centre would be oriented to various sports with a focus on high performance, elite athletes.

There may be a distinction in terms of the level of the multisport centre, "regional" or "national", serving provincial and national carded athletes respectively. The term "regional" is more appropriate than the term "local" employed in the sport development centre model, since the centre may be coordinating sport activities for high performance athletes beyond the local area, given that normally facilities are dispersed beyond just one municipality, for example, archery and shooting ranges and waterbody sports facilities (e.g. canoeing, sailing). The distinction between "regional" and "national" multisport high performance (development) centres should be made between the federal government (Sport Canada) and the sports federations in the provinces in which these centres would be located. From Sport Canada's perspective, the distinction would be based on the number of **national** carded athletes in the region, as well as the recognition and implementation by the respective national sport organization that the multisport centre would be a national high performance centre for its sport. At the "regional" level, the same perception and recognition would apply, but from the perspective of the provincial sports federation and the respective provincial sport organization.

Currently, there are two formal multisport centres: (1) the **National** Sport Centre

Calgary (NSCC) which has seven NSOs that have designated Calgary as a national high performance centre for their sports and have sufficient numbers of resident national carded athletes, while there are another eight sports served by the centre but which do not have the numbers of resident athletes to qualify for official recognition as a sport; and (2) Victoria's Commonwealth Centre for Sport Development (CCSD), which is in the process of selecting the sports (most likely three at the "national" level, and five at the "regional" level) to be included in the centre. The NSCC is Canada's only national multisport high performance (development) centre, serving about 150 athletes, over 15% of Canada's national carded athletes. The CCSD in Victoria most likely will be oriented to a regional multisport high performance (development) centre, partly because of its smaller size in terms of sports, and the carded level of the athletes. Certainly there will be a mix, as, for example, there are national carded athletes in rowing, a most worthy candidate for inclusion into the CCSD, since Elk Lake is designated a regional/national high performance centre. But the other sports may be more regionally oriented.

There is one other but unofficial national multisport centre while a regional multisport centre is on the horizon. Montreal's Claude Robillard Centre has been a national high performance centre for several sports since its development for the 1976 Olympics. Currently (1995) it is the high performance centre for five sports, while Montreal Olympic Park has two high performance centres and another one is at Concordia University. Thus, in total, there are eight sports represented at different levels of recognition, either individually at national or regional, or jointly at national/regional. In many ways, the Claude Robillard Centre would be the true model of the federal Task Force's sport development centre administered by a municipality, in this case the City of Montreal, but it is not designated as such. On the horizon is the proposal to implement a PASO (Pan American Sports Organization) Training Centre at the University of Manitoba in conjunction with the hosting of the Pan American Games in 1999. Like the CCSD in Victoria, it will be a regional multisport high performance (development) centre partly because of the fewer numbers of sports (3) currently with high performance centres in Winnipeg.

Sport Canada currently is developing partnerships with the City of Montreal, Québec Sports Federation, the Province of Québec, university institutions, and the private sector to formulate the official status of the multisport centre at Claude Robillard Centre. However, political indifference is causing a delay in this process. Sport Canada also is pursuing the establishment of a similar multisport centre in the Toronto region but primarily through partnerships with the corporate sector. (Findlay, Interview, 1994) Another region desired for a multisport centre would be the Maritimes, most likely in Halifax. The Task Force had referred to such a proposal in Halifax, the Charles L. MacDonald Sportspark, which has not been developed, and is somewhat dependent on funding that would be available for the hosting of a major games event. (Garner, Personal correspondence, 1994) In fact, the Task Force had envisioned the development of these multisport centres through the hosting of multisport games. "The development of Multisport Training Centres will be closely linked to facility development for Canada and other multisport games. We should ensure that planning of such games fits into the need for facility development, and that the post-games use of such facilities is the key selection criteria when choosing a site for games hosting." (Canada, 1992:104)

The federal government can use this rationale as part of its assessment of the net-sport benefits in selecting hosting communities for the Canada Games and the Commonwealth Games. But as noted earlier, the federal government has less influence in selecting sites for the other games events. Thus, had Winnipeg not been awarded the Pan American Games, a multisport centre in Winnipeg may not have been given priority. But now the pressure is on the federal government to establish such a centre with the hosting of the Games.

Components and Criteria Issues

Multisport centres have basically the same components as single sport high performance centres. However, the range and scale of services are greater. Appendix 5 (a) demonstrates the evolution of these components from the initial guidelines for high performance sport centres (1983), to the 1989 review of high performance sport issues, to the establishment of multisport centres in Calgary and Victoria (1994). The definition of components is further supported through surveys done by Sport Canada (1992) with athletes training at the various single sport high performance centres in the Calgary area in its research to establish the NSCC, by this writer (1994-96), with athletes from different sports on their needs for support services on the same location as the training facility, and by Johnston's assessment of establishing building programs for multisport centres in Calgary and Victoria. The components of high performance centres from these sources have been grouped into six categories (facility; athletes support services; coaching; sport science; sport medicine; ancillary services; and agency support). Within each category are several sub-categories which reflect specific needs. Some of these components will be discussed by reference in respect to planning issues that sports administrators and facility operators face in meeting the needs of high performance athletes. The particular issues are: access to facilities; availability of sport science and sport medicine services to athletes; and criteria established for the ancillary components in the areas transportation and housing.

Facility Access

Access to training facilities is perhaps the major concern of athletes and national sport administrators. This issue was addressed earlier in Chapter 4 in reference to facility legacy, but the following discussion is focused on the planned and needed use by athletes in training.

Preferably, athletes would like unrestricted access to training facilities at any time. However, much depends on the status of the facility, whether it is single purpose and specialized, or multi-purpose and participatory. The former might relate to a sport which is highly specialized for competitive athletes and used only by that group, a good example being bobsleigh. The latter relates to a sport where the facility may be used by both competitive athletes and the general public, the best example being a running track. A sport and a facility that falls in between these two extremes is downhill skiing where part of a ski run, usually the top and most steep part of the downhill ski run, would be used by the athletes in training but closed to general public use, while the public would be able to use the lower and easier part of the downhill run. This is currently the case at Nakiska, while the same would have occurred at Le Massif had Québec City won the 2002 Winter Olympic Games bid. It is not the case at the Dave Murray Run at Whistler where the total downhill ski run used for World Cup events is skiable by the general public.

There are several sports where use of the facilities will present conflicts between athletes in training and the general public. In the case of running tracks, a profile of a 400-metre hurdles athlete and Olympian, Rosie Edeh, identified the differences in accessing track facilities for training in the United States and Canada: "At both the (American) universities she attended, athletes had unrestricted access to excellent sport facilities. The facilities were sometimes available to non-athletes; however, athletes always were given first priority to the equipment and the track. There was plenty of equipment, and it was well-maintained and in excellent condition… in Canada… (the) majority of her training activities including track workouts and weight training occur in Montreal at the Claude Robillard sports complex…

(which), however, is open to the public, and athletes are not given a priority. At many times during workouts, Rosie has to compete with joggers for lanes on the track. Access to the track is not always assured; it closes over holiday periods, and the space is rented for non-athletic functions. Also, the equipment is not always in working condition, and the equipment in the equipment store room is not always accessible. (Canada, Fitness and Amateur Sport, 1992: Appendix E) Even though the City of Montreal has a supportive policy for high performance sport using such facilities as the Claude Robillard Centre, the overriding mandate of the sport facilities at the centre is to serve the general resident population. Since track and field facilities in Canada are owned by municipal and educational institutions, there are perhaps none that have exclusive use for high performance athletes.

A similar situation exists at the "Butterdome" Pavilion facility at the University of Alberta in Edmonton. Although built for the 1983 Universiade Games, the facility serves the university and community population. Even though the facility is used as a regional high performance centre for soccer, the athletes do not have exclusive use of the entire floor surface of the fieldhouse, ideal for their training. They must share the floor with a number of other training and participatory activities. Because of their needs for facility access and exclusive use for their high performance programs, some national sport officials consider universities inadequate sites for high performance training centres. (Canada, 1990:55)

In the middle of the spectrum on accessibility, again using downhill skiing as an example, athletes prefer to have hills or runs dedicated for their training. Training for slalom ski disciplines could have a separate area either on a run which is wide enough so that both training for athletes and recreational skiing by the general public could occur, or preferably and more safely, on separate runs altogether. The latter option depends on the current use and demand to ski on all runs. However, in downhill skiing, or speed skiing, the sharing of a ski run with the skiing public is not feasible for safety reasons, and thus, the sport needs dedicated runs. The current situation at Nakiska, where two runs have been reserved for high performance training for national ski teams in the month of November before the entire hill is open to the public. The current ski operator, Ski Louise Inc., (previously Ski Kananaskis Inc.) prepares the upper trails, provides denser snowmaking, installs safety barriers (e.g. fencing), provides more safety patrol resources, and spends more time in maintaining the runs for this purpose. Nasiska is becoming a popular training centre among some of the national ski teams (e.g. Japan) before they begin the World Cup circuit in Europe. During the regular ski season, developing athletes continue to train on these runs. However, Alpine Canada has not taken advantage of this service despite its administrative relocation to Calgary, and has opted at times to train in Breckenridge, Colorado (Blackstaff, Personal correspondence, 1994). Nonetheless, CODA has supported the program with an annual contribution of $250,000 to Alpine Canada to use this facility to meet its training requirements. Even though Nakiska was developed by the provincial government, with provisions in the facility use agreement for high performance training, the high performance program has been developed separately between the ski operator and CODA without government involvement.

Other ski areas in Canada, either commercial or non-profit, have conflicts between training and general use. There are "some areas which don't want ski teams training, and lots of areas which don't want ski racing. There are some areas that are friendly to ski racing (and training) and others that are not." (Diana and Michael Culver, Interview, 1994) Ski clubs and provincial ski associations regularly attempt to negotiate arrangements with ski operators to dedicate a small portion of their ski areas for training, some with success, but there is no consistency in the dedication of "permanent" locations of training centres for alpine skiing.

The high performance demands of swimming athletes offer another case of the conflict between training and general public use. Generally, the demand for swimming is such that no one pool will be fully dedicated to high performance training. In fact, there are some pools where it is virtually impossible for elite athletes to meet their needs. This is due, in part, to the sub-standard dimensions of the pool for competitive and training use, while the demand in larger standard-sized pools is greater for public use than for high performance. A recent solution to this dilemma has occurred at the Saanich Commonwealth Pool where the $4 million Operating Trust Agreement addresses: priority access and schedules for high performance athletes; preferential high performance fee structures; high performance event management; normal repair and capital replacement; and accounting procedures. The Agreement stipulates the hours of use, the fee charges (per lane and per meet), and the provision for inflationary adjustment of those charges. But, more important, and as noted in Chapter 4, there is a minimum annual gross revenue from such competitive rentals - $75,000 the first year, subsequently adjusted for inflation. The Agreement, in part, is similar to the one signed for the use of the Father David Bauer Arena in Calgary for the use of the Canadian National Hockey Team. The hosting of major games events offers opportunities for these types of agreements to be executed.

Sport Science / Sport Medicine

In 1989, the sport science community advocated the centralization of sport science centres, perhaps four across the country. These centres most likely would be established in cooperation with universities given their existing infrastructure of laboratories and research capabilities. (Canada. 1990:45) That objective of centralization has not been realized. Rather, there are sixteen accredited sport science centres for high performance athlete testing in twelve cities: fourteen centres are located at universities; one is at a hospital, and the other is private.

(Canadian Society for Exercise Physiology, Personal correspondence, 1996)

While research in sport science is done in controlled circumstances at the university, athlete testing may be done either at the university or in the field where the athlete is training. For example, at the NSCC, both research and athlete testing occurs at the University of Calgary in its Human Performance Laboratory with its own training facilities in volleyball, swimming, and speed skating. However, athlete testing is done also at various **satellite** high performance centres (e.g. Canmore, Mount Nakiska) but with portable testing equipment. Sport scientists generally prefer to do their testing and consultation with athletes and coaches in their own laboratories, in part, because of a concern in transporting sensitive and costly testing equipment to satellite training sites. (Smith, Interview, 1994; Pedersen, Interview, 1996)

Some sports, like alpine skiing, will have their high performance centres in remote locations relative to urban centres, and they have to depend on the portable alternative, or no testing at all on the training site. Thus, more effort has to be undertaken to integrate these services on site. Athletes in track and field, gymnastics, speed skating, volleyball, swimming, synchro, diving, and soccer, when interviewed by the writer, did not give a conclusive opinion on their need to have support facilities and services on site with the high performance training centre (see Appendix 5 (b)). In fact, there appeared to be divergent views on this issue. Some indicated it would be ideal to have these services on site, while others said it was not necessary for their particular event or sport. However, athletes acknowledged that it is important that these services are available nearby, verifying the following criteria set by Sport Canada: proximity to the training facility; and the need for testing facilities not on site, to be within a convenient distance so as not to disrupt training programs." (1983:11)

The Athlete Needs Survey of high performance athletes training at Olympic venues in Calgary concluded that the provision of support services was a definite issue, at least with athletes training at Canmore Nordic Centre. As a result, the $2 million Bill Warren Training Centre was built at Canmore in 1993, providing weight training facilities and space for testing and laboratory analysis. However, the Centre is still dependent on sport science personnel from the University of Calgary to do the testing and necessary analysis.

Given advances in computer technology and communications networks and the prospects of the "Information Highway", more alternatives will become available for the practice and monitoring of high performance sport. Many of the components in Appendix 5 (a) are based on the assumption that the training facility and its associated support facilities and services would be located on the same site, or, at least, within close proximity to each other. Technology and communications systems may, however, make it possible for athletes, coaches, and sport scientists to correspond with each other even though they are in different locations in the country. For example, a sport scientist could examine and analyze the athlete's technique, and simultaneously communicate directly with the athlete. In fact, the athlete may be able to liaise quite readily with more than one coach or sport scientist as currently practised.

Therefore, the definition of a "national sport facility" takes on another dimension, space and technology, that is shown on the athlete/event/facility interface in terms of future national sport facility development. The national sport facility does not have to be in a particular location, at least in a physical sense, but can transcend space (e.g. the universe) with current and future technology and communications systems. In many ways, national sport facilities may indeed take on a broader "national locational base" transcending the country, where athletes, coaches, sport scientists, and other sports experts are connected to each other by these systems, rather than being tied to any one location or facility.

Other Criteria Issues

There are several other issues related to the components of high performance centres, two of which will be discussed here. The first relates to housing requirements for athletes training at high performance centres, while the second relates to guidelines on transportation.

Edeh (Canada, Fitness and Amateur Sport,1992: Appendix E) referred to the need for "residences for athletes" as part of an ideal training centre operation. The vision of the federal Task Force was "to create a network of multisport **residential** training centres across Canada"; and in its criteria guidelines Sport Canada suggested that: "There must be convenient access to housing accommodation for athletes, coaches, and visiting scientists.... Housing must be close to the training site, ground transportation and an international airport.... In the case of a sport with young athletes, the housing should be in proximity to the family (housing) where possible... and a chaperone should be considered." (1983:5,19,22) These criteria address the concern of the athlete to focus on a training schedule, rather than spending time commuting to and from living accommodation. However, the criteria do not address how housing will be provided and by whom.

There have been attempts to integrate housing for athletes with the training centre but with varying results. As part of the Athletes Olympic Village at the University of Calgary, a 100-bed "Sports Hotel" was developed to be available to athletes in training. The units were built as student housing for the University, and this remains their principal use. However, for two years after the Olympic Games, the units were used by hockey and speed skating athletes during the winter months and more athletes in other sports during the summer months. But reserving these units solely for athletes in training proved to be uneconomic and unreliable in terms of the athletes' varying schedules - in residence training and away on the competitive circuit. The University terminated this ad hoc approach, and allowed accommodation only for athletes who were registered as students during the fall and winter terms. There is still the practice of accommodating athletes who come to train in the summer when accommodation at the University is more available. (Fraser, Personal communication, 1995)

The ideal and most successful integration of housing with the training centre has occurred at Canada Olympic Park. CODA built a 17-unit dormitory accommodation (Robert Niven Training Centre) at the base of the bobsleigh/luge track with weight training facilities, and administrative offices for these two sports. This accommodation serves athletes training in ski jumping, bobsleigh and luge. However, it is not restricted to Canadian athletes, as many visiting athletes from other countries use this accommodation when they train at these facilities. Thus, the situation at Canada Olympic Park demonstrates the need to determine the housing demand not only for national athletes, but also for international athletes especially where the facilities serve an international function for training. This is more relevant now that Canada has internationally recognized winter sport facilities which provide an option to certain countries (e.g. Japan, Australia, East Carribean) to send their athletes for training to Canada rather than to Europe which has been customary in the past.

However, in similar training centre environments in Canmore (Canmore Nordic Centre), Kananaskis Country (Mount Nakiska, Fortress Mountain), housing is a problem for athletes since there is such a high demand for and limited supply of housing. The options are limited - on site commercial hotel accommodation at Fortress Mountain, and the same for Mount Nakiska or most likely commuting from there to available housing in Calgary. Housing for athletes at the Canmore Nordic Centre has, in part, been facilitated by the corporate contribution from Trans Alta Utilities of two housing units. However, a number of athletes rely on family accommodation and commercial hotel accommodation.

Living with families may be the most economical and ideal living environment for athletes, given their flexible scheduling of training in residence and competing out of residence. The speed skaters in Calgary have taken this approach, living with families in nearby neighbourhoods to the Olympic Oval, much like Junior "A" hockey players do when they move away from home to play with their franchised hockey team. One administrative function of the NSCC is to coordinate this accommodation for the athletes coming to Calgary to train at the Centre.

A common concern for the training facility is proximity to an international airport. (Sport Canada, 1983:8) It is, in fact, a criterion for some NSOs in their selection criteria for high performance centres (e.g. Synchro Canada, Biathlon Canada) and for the hosting of national and international events (e.g. cross country skiing). However, this criterion should be changed to read "the training facility should be accessible by adequate ground, rail, and air transportation as befits the purpose of the facility."

Air transportation to the location of the training facility is the most convenient for the athlete, more so when that facility is being used for national or international competition. However, during a competition, ground transportation from the athlete's accommodation to the competition venue is considered a key component of applications received by games associations and sports federations to host sports events. Thus, the bid documentation, in part, focuses on the theme of compactness of competition venue sites from the Athletes Village or headquarters of the games officials. Several international sport federations emphasize the proximity of athletes' accommodation to the respective venue sites. Assuming that the competition sites would remain as a legacy and be probable training centres for post-event high performance use, effective and efficient ground transportation to these sites must be available. The location and designation of a training centre must consider the proximity to a probable athletes village should the training centre host a major event, either as the assigned competition venue or as a training area for the competitive athletes during the event.

Given the meagre economic status and usually youthful age of athletes, it cannot be expected that many will have their own private transportation. Hence, convenient and timely (bus) transportation is essential. Most centres listed in Appendix 5 (d) are located at universities which normally would have such public transportation. Also, given international standards of competition, such facilities normally are located in higher level parks and open spaces in an urban context, served by arterial and collector roads with public transportation. Although municipalities do not have specific policies or standards for the location of training centres for high performance sport, they would allocate them on more accessible and larger sites given their larger space requirements, and anticipated higher traffic flow in terms of participation and spectators at the centre.

On the basis on the above discussion, the criterion on transportation access might be revised as follows: "High performance sports centres should be accessible to: (1) national airports in the National Airport System where the centres will be a venue to host a major international or national games event, or an international single sport championship event; (2) regional/local airports in the National Airport System where the centres will be a venue to host a major national single sport championship event; and (3) efficient and effective ground transportation (preferably public transportation) within reasonable proximity of the centre to serve the athlete's training needs and the potential of the centres to host sports events."

The above discussion represents some of the components that should be included as part of a high performance sport centre. They have been chosen because they have not been given the necessary consideration when planning and building national sport facilities through major games events. The National Sports Centre Calgary has most of these required components, but hopefully the performance of athletes training at the Centre will demonstrate the needs for other ancillary requirements like housing to ensure the success of the new paradigm of multisport centres.

Standards of National Sport Facilities

The previous discussion of various components of high performance sport centres represents a holistic approach to the high performance training of elite athletes. This section focuses on the training facility itself or the "field of play" in respect to physical standards. Because there are so many sports with varying physical dimensions, only two sports in two types of facilities (stadia, and pools) will be selected to demonstrate the relationship of the facility impact to the "recreation and sports fit" of the community. This discussion will lead to a re-definition of "national sport facility" as presented in the introductory chapter.

International versus Olympic Standards

The key criterion with respect to a high performance training centre is making the best available facility and equipment at **international** standards a basic requirement in order to enhance the commitment required and the preparation of elite athletes. (Sport Canada. 1983:22) If athletes are training to compete internationally, it stands to reason that the training facilities and equipment themselves are built to international standards. But what is meant by international standards? Generally, it means the standards as established by the responsible international sport federation. These standards sometimes are revised over time due, in part, to change in materials (e.g. type of wood floors in court sports), equipment (e.g. aluminum bats in baseball, softball), timing mechanism in speed sports (e.g. swimming), improved athlete performance, and rules of the sport. In the development of recreation and sport facilities in any given municipality, international facility standards may be used, particularly if elite sports clubs are involved in the planning process, with adjustments to these standards being made depending upon site and budget constraints. However, there is confusion with recreation and sports officials on the terminology used and its real meaning. The term "international" is synonymous with "Olympic" in the description of this level of facility. It is often stated by some officials that "we need to build an Olympic (sport) facility", more often referring to the fact that the facility must have international dimensions, not to the possibility that the facility would be used to host an Olympic Games. Thus, Olympic swimming pools have been referred to in proposals for Brantford, Nepean, Edmonton, New Westminster, Winnipeg, and Halifax; yet none of those cities would hold an Olympic event. (Drysdale, 1973)

Facility standards of international sport federations do make reference to Olympic standards, but for the sole purpose of staging the Olympic Games. These standards are at the highest level in terms of the dimensions of the competition venue, the field of competition, warm-up facilities, and spectator seating. The standards may be the same or slightly less for the World Championships, but for other international type events there is some flexibility to reduce them. However, in all cases, the physical dimensions of the competitive field of play remain constant.

In terms of Olympic standards, the IOC usually has additional standards to those set by the international sport federation, related to specific spaces assigned to specific uses (e.g. doping control, officials area, VIP area, access, reserved seating), but the most notable difference is related to spectator seating. The IOC recognizes the dilemma caused by its and the international sport federations' requirements for spectator seating for the Games and post-Olympic use of the facilities, recommending that: "it is necessary to study the possibility of bridging the gap between the two sets of requirements by creating facilities which may be put to other uses after the Games." (1992:52)

The best example of this situation is the stadium and arena. The maximum seating capacity for an Olympic Games facility is reserved for the Opening and Closing Ceremonies. For the Winter Games, a capacity of 25,000 is desired, presumably to take place in an ice arena. But most arenas, at least those used for NHL professional hockey, have a capacity of less than 20,000. Thus, for this standard to be implemented, the event would have to take place in a stadium, either indoors or outdoors, or some outdoor open space area. As noted earlier in Chapter 4, given the experience of the Calgary Winter Olympics, there was the demand for an additional 10,000 seats, and thus, the capacity at the outdoor McMahon Stadium was increased to 60,000 seats to hold both ceremonies. But there were no other events held at this venue. In fact, McMahon Stadium is one of the few facility sites in which "the bridging of the gap between the two sets of requirements" has been successfully completed. The Calgary Organizing Committee, in the process of planning for the Games, adopted a conservative approach to the provision of permanent seating. It was increased from 32,500 to 38,000 seats, with the balance (22,000) being temporary seating installed for just the ceremonies. A similar approach was taken at the 1994 Commonwealth Games where permanent seating at the track facility at the University of Victoria was increased from 2,500 to 6,500, with 25,000 temporary seats being installed for the ceremonies and the athletic events.

The stadium for the Summer Olympic Games presents more problems "to bridge the gap". The IOC standard is 70,000 seats. Yet such a capacity is beyond the market suitability for stadia in Canada used for professional football or baseball. For CFL football, a maximum capacity would be in the range of 25,000-35,000, whereas for baseball it would be 30,000-45,000, on the presumption that the team is winning and in contention for playoffs. But stadium capacity requirements are established by the professional league associations when they award team franchises to the cities. These standards are based on the trends in attendance of team franchises in US cities where the "sports fit" is more popular with sport fans. Thus, even though markets for large capacity stadia exist for such metropolitan areas as Montreal and Toronto, other cities in Canada have smaller markets. There have been a few instances where "bridging the gap" has been ignored. For example, Edmonton's Commonwealth Stadium which, at 60,081 permanent seating capacity, seldom reaches 50% attendance for professional football.

Some World Championship events have a similar impact to the Olympics. The World Cup (soccer) requires eleven stadia with natural turf for its revised 32-team one-month event. FIFA, the international sport federation for football (soccer), has raised its spectator standard from 35,000 to 43,000. Thus, hosting the World Cup in any one country will have a major impact on the candidate countries and their municipalities. Such an event hosted in Canada would not be feasible given that there is only one such facility (Commonwealth Stadium) that meets the international standards, and spectator requirements are beyond the "sports fit" of most Canadian municipalities.

FINA, the international sport federation for aquatic sports, uses the same spectator requirements for its World Championships as for the Olympics - 12,000-20,000, any combination of permanent and temporary seating. In Canada, there is only the Olympic Swimming Pool, in Montreal, that is close to meeting this requirement with a total of 10,000 seats - 2,500 permanent, and 7,500 temporary.

The above discussion represents facilities that may be developed through major international sports events and used subsequently as centres for high performance sport either professional or amateur. However, another method of developing international facilities is through the normal municipal planning process of building recreation and sport facilities. Although some sport facilities designed to international standards may have little or no impact, the sport of swimming does have a major impact when pools are designed to international standards. Swimming/Natation Canada encourages the development of international pools in its guidelines for competitive pools on the basis of one 50-metre pool for communities with populations of 100,000 or more for the preferred pool design, and for "every increment by 500,000, additional (50-metre) pools should be constructed in appropriate locations." (n.d.: 12) The minimum 50-metre pool design is recommended for communities of 50,000-100,000. Since the high performance program of Swimming/Natation Canada is decentralized to the individual swim club, it stands to reason that these clubs will place demands on municipalities to build 50-metre pools. The tendency in metropolitan areas is for individual municipalities to consider building 50-metre pools if there are competitive swim clubs, regardless of the numbers of similar pools in adjoining municipalities. Thus, for example, Spruce Grove, a community of 14,000 adjacent to Edmonton with a metropolitan population of over 600,000, had a concept plan for a 50-metre pool even though there were already two 50-metre pools in Edmonton, which were used for the 1978 Commonwealth Games and the 1983 Universiade Games. Edmonton meets Swimming/Natation Canada's standards for the numbers of pools, and also has the required facilities to host a major games event.

However, there is a concern with building 50-metre pools in smaller communities which if used for high performance would not have the same support services that are available in larger municipalities. Mackie (1980) questioned the building of 50-metre pools as a Swimming/Natation Canada requirement for communities hosting the national Canada Games, most of which have been held in smaller communities. Part of the rationale for this requirement was that the federal government paid one-third of the capital costs (prior to the revised cost-sharing formula in 1993). However, Mackie pointed out that: "the larger pool results in operating cost increases (over a 25-metre facility) which over 10 to 12 years would equal the amount paid by the Government in the first place!" (1980:16)

Another reason for Swimming/Natation Canada's international requirement is that the Canada Games occur in the summer, when all national and international events are held in the long course (50-metre) pool, whereas the winter events are in the short course (25-metre) pool. However, the argument may be made for **not** building 50-metre pools for the Canada Games events, on the grounds that the competitors are youth, aged 21 years and under, without national carded status (at the A, B, and C levels). Some of them may compete with carded athletes in their respective age categories in the ensuing Canadian National Swimming Championships, usually held in 50-metre pools. Thus, a 50-metre pool is not necessary for the majority of participants in the Canada Games. A 25-metre pool should suffice and would be more adaptable to the swimming needs of the host community after the Games event.

The above discussion clarifies the distinction between international and Olympic facility standards and their relative impacts on the municipalities in which such facilities are located. Sport Canada recommended that NSOs should have a complete facility inventory. (1983:8) In a survey of nineteen NSOs (1993), the facility inventories revealed which facilities were ideal for hosting national and international events. However, these same facilities may not be ideal for national (or regional) high performance sports centres. As noted earlier in Chapter 4, the new "games" 50-metre pools in Thunder Bay (Canada Games Complex) and Calgary (Lindsay Park Sports Centre) are not used by the high performance swim clubs, which train at the university 50-metre pools.

Re-definition of National Sport Facility

In the introductory chapter, "national sport facility" had been defined as:

> "**National Sport Facility** is the term employed to distinguish a facility that is available and used by elite, high performance, and carded athletes at the

> national level for their formal training programs and some of their competitive events. The training programs undertaken in such a facility are assumed to be based upon some contractual agreement (either directly or indirectly) between the national sport governing body and the facility owner or operator. The facility may have the capability of hosting major competitive sports events at the national championship, and perhaps international level."

However, the term "national sport facility" has more meaning when it relates to facilities used for high performance training. These facilities are national in scope not only because of their physical dimensions, but also because of the range of support services that are available to athletes. As presented in Appendix 5 (a), these services focus on coaching, sport science, and sport medicine. The provision of these services has space implications, and the question has been raised whether they are required to be at the same site where the athlete trains or competes. In addition, there are services which provide a total ideal training environment for the athlete (e.g. housing, employment opportunities, education, and career planning). These services are as important for athletes moving from their home base to the national sport facility, as it is for athletes whose actual home base is the same as the location of the national sport facility.

Thus, based on the above discussion, the former definition may be redefined as follows:

> "**National Sport Facility** is the term employed to distinguish a facility and its supporting environment that is available and used by high performance carded athletes as recognized at the national level (but may be extended to the provincial and international level), first and foremost for their formal training programs, and second for some of their competitive events. The training programs undertaken in such a facility are assumed to be based upon some contractual agreement (either directly or indirectly) between the national sport governing body and the facility owner or operator. The "field of play or training" of the facility is designed to international physical dimensions as established by the responsible international sport federation, and if the facility is considered beyond the recreation and sports needs of the community in which it is located, a facility endowment fund will be established to offset additional operating and maintenance costs. The facility may have the capability of hosting major competitive sports events at the national and provincial championship level, and perhaps at the international level. The

> supporting environment consists of a range of services and equipment in sport science, sport medicine, and personal and professional development areas to assist high performance athletes and coaches in excelling in their sport internationally."

The distinction between the two definitions puts a greater emphasis on the supporting environment that the athlete needs to excel, and assigns the training facility in its rightful place in the community. This re-definition should provide a guide to municipalities who may adopt the community-centred sport development centre model as recommended by the Task Force (1992).

Approval Process

Since the enactment of the federal High Performance Sport Centre Policy in 1983, several national sport organizations have undertaken steps to determine national training needs for their sport and carded athletes. Generally, they have proceeded under two processes: first, their own (defined) process to identify current and potential training sites and select the most appropriate for high performance centre(s) under the policy; and second, the application process set by Sport Canada for the designation and funding of the centre(s) for that sport. The example of speed skating will be used to demonstrate that process.

Selection of National Training Centres

The Canadian Amateur Speed Skating Association (CASSA) undertook a selection process from 1980 to 1982 to determine its preference for national and regional training centres for speed skating. This was done at the time when: the $39 million indoor speed skating oval was being built for the 1988 Calgary Olympics; Gaétan Boucher earned his Olympic medals at the 1980 Lake Placid and the 1984 Sarajevo Winter Olympics, giving impetus to the decision to convert the natural ice speed skating oval to artificial ice in his home town of Ste-Foy, Québec;

and the City of Ottawa was investigating the prospects of an artificial ice surface for its speed skating oval, approval being contingent on CASSA designating Ottawa as a national training centre.

CASSA established ten criteria to evaluate and select sites across Canada: (1) training facility requirements - 400 metre oval; (2) educational opportunities in both official languages; (3) environmental conditions; (4) accessibility - air transportation, public (ground) transportation, schools, universities; (5) dry land training facilities; (6) indoor arenas (for short track speed skating); (7) employment opportunities; (8) sport medicine clinics; (9) other sport facilities - general conditioning, weight training, circuit training; and (10) recreation (leisure time) opportunities - cinemas, discos.

By 1984, CASSA had selected training centres based on provincial boundaries, preferably one in each province or region. For Ontario, Ottawa was selected over Toronto's bid for the provincial training centre. Although Ottawa had received provincial approval and funding for the project, it was rescinded by the succeeding Liberal government, and no action has been taken since. Nonetheless, the process was unique in that the original request for the national training centre designation came from the municipality, not from the local speed skating club or the provincial or national sport organization, as a means to verify the significance of the designation to justify the additional expense in upgrading the facility. It should be noted that CASSA had stipulated that its approval for Ottawa's project was contingent on the municipality assuming the (additional) operating costs. As noted earlier in Chapter 4 and outlined in Appendix 4 (c), these additional costs amounted to about $360,000 per annum in the case of the Ste-Foy oval.

Had CASSA proceeded with their selection process 10 years later in the 1990's, the decision most likely would have been different given the significance the Olympic Oval, the

Ste-Foy oval, and the upgraded arena facility in Montreal for short track speed skating have had on the high performance program. In fact, there would appear to be no need for an artificial ice oval in Ottawa, and a "national" designation is not necessary. The high performance centres situation in speed skating demonstrates that it is never static.

Implementation

Since initiating the High Performance Sport Centres Policy in 1983, Sport Canada has facilitated a program for NSOs to identify and establish high performance centres in various locations across Canada. The program has been supported by direct funding provided annually by Sport Canada. This section outlines the extent of that funding, and the evolution of the location of high performance centres.

Funding

The high performance centres program is an established and direct funding program to assist in the administration and operation of the centres. Funding is provided for the centre (centre block), and coaching (coach block). The amounts for the designated centres vary from: $5,000 to $30,000 for the centre block, and from $16,000 to $45,000 for the coach block. The total funding for all 57 centres listed in Appendix 5 (e) was $2,101,743 in 1995 (centre block - $663,081; coach block - $1,438,662). It has been as high as $2,241,012 for 73 centres (1986), indicating that the amount is more contingent on the number of high performance centres than on the annual minimum/maximum increases for each block.

Allocation and Designation

Since the federal government initiated the High Performance Sport Centres Policy in

1983, the number of high performance sport centres throughout Canada has increased substantially. The designation of these centres varies from "national" for national carded athletes, to "regional" for provincial carded athletes, to "national/regional" for both types of carded athletes. Regardless of their designation, these centres are recognized officially by Sport Canada for funding. There may be other centres, including short-term training camps that are used by national sport organizations as part of their overall high performance program, but they are not recognized as official centres in Sport Canada's funding program.

Appendix 5 (e) shows the range of sports, the centre designation, the location of the centre, and the year the centre was established. Another column could show the year the centre was terminated, and although this may not be pertinent for the centres listed for 1995, there have been some changes, for example, the addition of a national high performance centre for Synchro Canada in Edmonton. The evolution of these centres has occurred in four distinct periods:

1) before 1983, prior to the initiation of the federal policy on high performance centres in 1983;
2) from 1983 to 1987, prior to the 1988 Calgary Winter Olympics;
3) from 1988 to 1994, after the 1988 Calgary Winter Olympics and prior to the 1994 Victoria Commonwealth Games when the National Sport Centre Calgary was established in 1994; and
4) 1995 and beyond, after the Commonwealth Centre for Sport Development in Victoria was established.

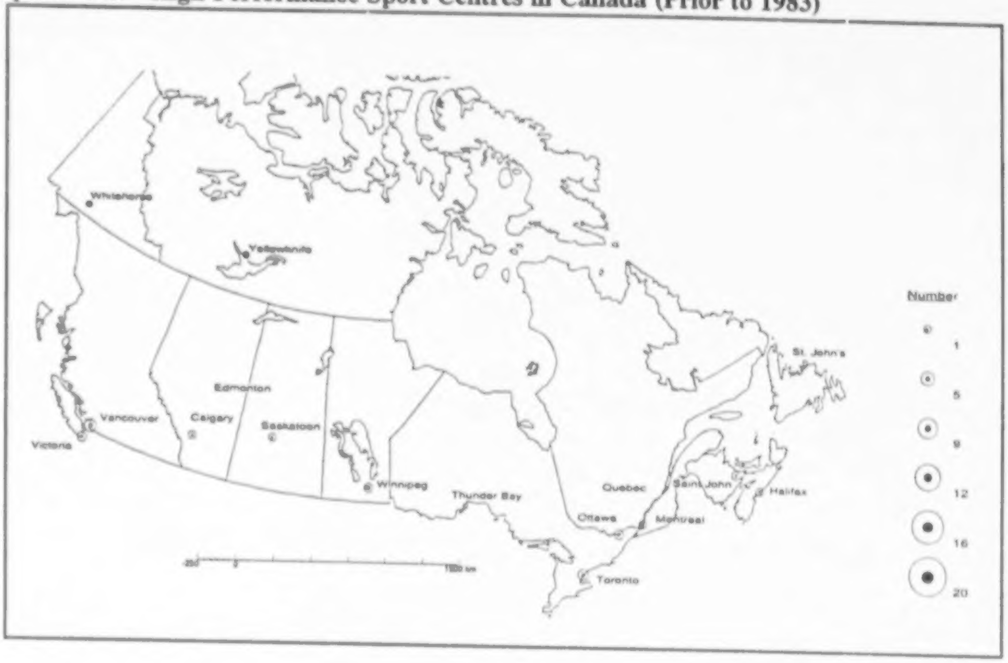
Appendices 5 (c) and (d) show the range of activity in the creation and termination of high performance sport centres over these periods. The number of centres per location are shown on Maps 5-1 to 5-4 for each of the same periods. The maps demonstrate the regional disparities in the location of high performance centres throughout Canada, and measure the degree of high performance sport in the country. This section expounds on the reasons for these regional disparities, and the significance of major games events in the designation of these centres.

Two criteria used by Sport Canada are significant in establishing the range and possible location of high performance centres. The scope of these centres is based on: "the premise that Sport Canada's primary objective is the attainment by Canadian athletes of the highest possible level of success in international sport with emphasis on those sports that are on the program of the Olympic Games. The criteria for sport selection relate to that objective." (1983:6); and, "Sports on the major games programs (e.g. Olympic Games, Commonwealth Games) will be considered initially, with sports on the Olympic Games program receiving priority consideration." (1983:7) However, this focus on Olympic sports was not practised in the middle two periods when most of the implementation of these high performance centres took place, as a number of non-Olympic sports received funding. The number of sports receiving funding reached a high of 31 in the period 1988-94, including 3 non-Olympic sports (cricket, squash, and water skiing).

Some interesting trends are evident from the location of high performance centres outlined in Appendices 5 (c), (d),and (e).

1) The proportion of centres created in facilities generated through major games events has continually increased from 16.7% (prior to 1983) to 45.6% (1995 and beyond). This supports the policy direction of the Task Force to link high performance centres to facility development in Canada through primarily major games events, so evident in the increase of eight new centres being created in Calgary (8), seven of which were generated by facilities built for the hosting of the Olympics.

Map No. 5-1: **High Performance Sport Centres in Canada (Prior to 1983)**


Whitehorse
Yellowknife
Edmonton
Calgary
Saskatoon
Vancouver
Victoria
Winnipeg
Thunder Bay
Quebec
Ottawa
Montreal
Saint John
Halifax
St. John's
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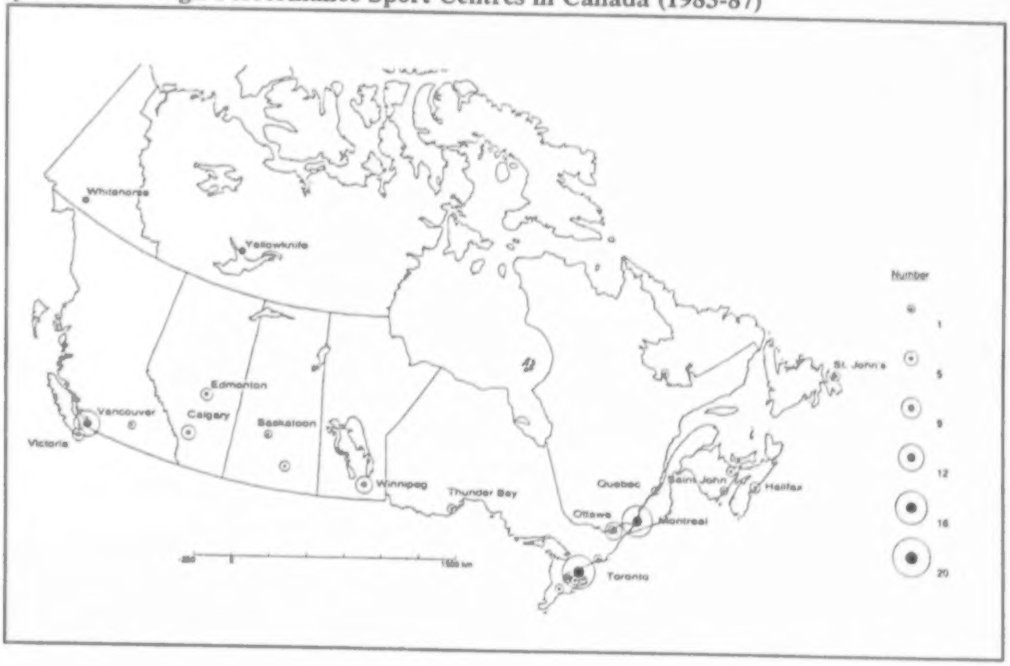
12
16
20

Map No. 5-2: **High Performance Sport Centres in Canada (1983-87)**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Ottawa
Montreal
Saint John
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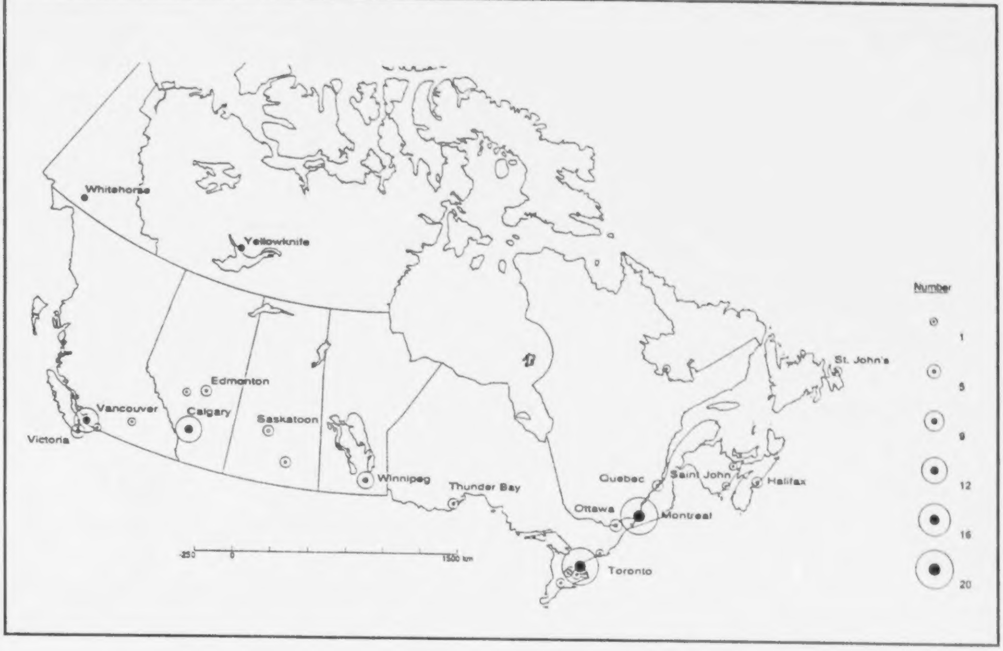
Map No. 5-3: **High Performance Sport Centres in Canada (1988-94)**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Victoria
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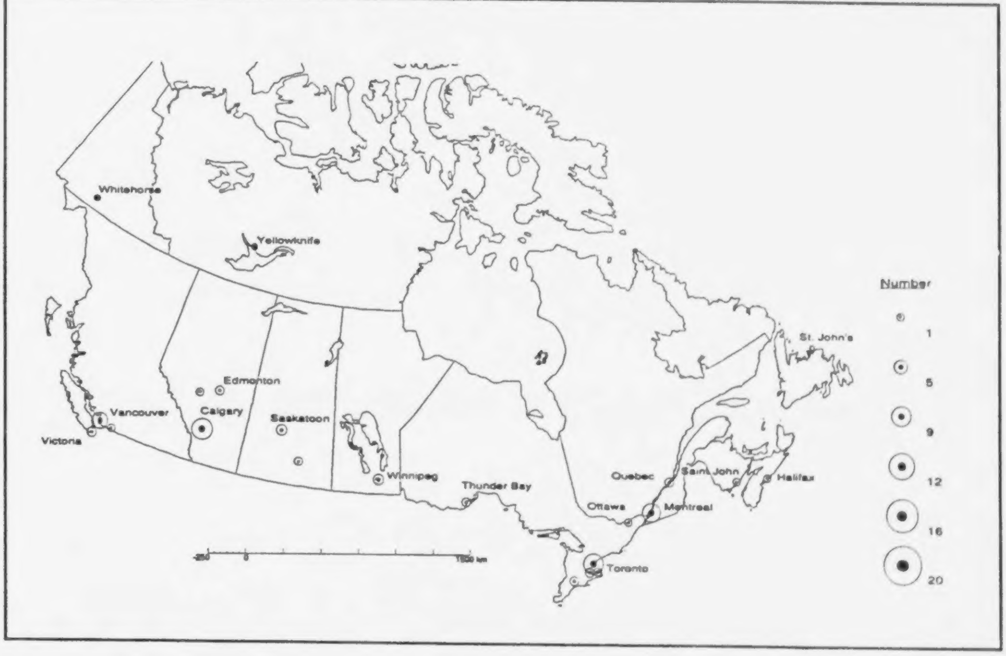
Map No. 5-4: **High Performance Sport Centres in Canada (1995 and Beyond)**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2) The proportion of centres in multisport high performance centres in Calgary, Victoria, and Montreal has increased from 5.5% (prior to 1983 and 1983-87) to 24.6% (1995 and beyond). Again, this trend has supported the policy direction of the Task Force that "the development of Multisport Training Centres would be closely linked to facility development in Canada and other multisport games." (1992:104) Obviously, this proportion will be increased as more sports (possibility of six) are added to the CCSD in Victoria, and other multisport centres are created, most likely in Toronto and Winnipeg (PASO Training Centre).

3) The ownership of facilities has been dominated by universities from a high of 72.2% (prior to 1983) to a low of 38.7% (1988-94). The current proportion (42.1%) reflects the significant link to the location of accredited athlete testing laboratories at universities.

4) Municipal ownership of high performance centre locations has increased to its current level of 19.3%, to which the generation of swimming pools and arenas through major games events has been the major contribution. Seven of the eleven municipally owned centres are in Montreal, five of which are located at the multisport Claude Robillard Centre.

Certainly, hosting major games events in Canada in the past twenty years has produced significant shift in the proportion of ownership, as well as in the proportion of the location of centres between Eastern and Western Canada. Currently, it stands at 51.9% to 49.1% in favour of Eastern Canada, however, Western Canada's proportion has increased from 39.8% (1988-94). This may not be a rationale for selecting cities/regions to host future major games events, however, as noted earlier in Chapter 4, it has been a concern politically in the manner the delegates vote for the host city (Durrell, Interview, 1994; Nye, Personal correspondence, 1995). Regardless of the apparent political implications, there has been a definite gain in benefits and in the appropriate designation and location of high performance centres through major games events.

Provincial High Performance Centre Policies

Provincial governments, through their Ministries of sports, recreation and culture, and with the assistance of their sports federations, may have developed some policies for the establishment of high performance centres. However, a thorough search for the existence of these policies was not done. During the observation of the Victoria Commonwealth Games, it was brought to the writer's attention that the British Columbia (B.C.) Government was embarking on a process to establish a network of regional sports centres. Without disregard to other provinces, the B.C. initiative is being presented as an example of the implementation of the community-centred concept of the sport development centre model.

B.C. Regional MultiSport Network Centres

In 1992, the British Columbia Government (Ministry of Housing, Recreation and Consumer Services) introduced a discussion paper, *On Track*, to develop a process for designating regional multisport network centres as a means of delivering equitable access to quality sport and recreation opportunities. The vehicle for this system is the concept of regional single-sport development centres (RSDC) and regional multisport network centres (RMNC) throughout the province in partnership with the (63) provincial sport associations (PSAs). The idea for the program had been in the discussion stages with the PSAs for two years prior (1990), with further consultation with the regional communities for 12 months (1993-94) before the program was launched. Since its formal introduction and initiation (July, 1994), the program has created four regional multisport network centres with their administration located in Abbotsford, Kamloops, Prince George, and Nanaimo. Other candidates include Cranbrook and North Vancouver. The CCSD in Victoria, although not included in this group is seen as the flagship for all the regional centres, since it is likely that the CCSD will take a regional orientation rather a national one.

The goal of the program is as follows: "To work with sport organizations and other key stakeholders in the development of an integrated province-wide regional sport delivery system which meets the needs of athletes, coaches, officials and other volunteer leaders from the club/community level of participation through to the elite/high performance levels of competition." (British Columbia, 1993:2) The components of the regional multisport network centre are similar to those listed in Appendix 5 (a). However, some of the program's ten objectives focus on athlete identification, the linkage to sport science, and hosting events. In fact, Bob Bearpark, the principal proponent of the policy, sees the location of regional multisport network centres being a locational strategy for allocating provincial games events - and even the Canada Games - as a means to concentrate athlete development as well as facility development in these regional centres. (Interview, 1994)

Although the focus is on the creation of the regional multisport network centre concept, it is initiated first by the provincial sport organization to establish a regional development centre for its sport. When and where there are at least five regional sport development centres, a regional multisport network centre will be formulated. The formulation of the centre would necessitate the hiring of a centre coordinator, and the creation of formal partnership agreements on facility access and funding with key stakeholders in the regional community. The stakeholders would include municipalities, school boards, colleges/universities, YM/WCAs, businesses, community service organizations, and native bands. For example, Nanaimo represents the central administrative function for the Vancouver Island Multisport Network Centre which includes 14 municipalities from Duncan to the south to Port Hardy on the northern tip of the Island to Ucluelet/Tofino on the West Coast. There are 6 sports being promoted through the centre - athletics, badminton, flatwater canoe, luge, rowing, and volleyball.

Although the evaluation of this program is based primarily on the numbers of sports clinics, athletes, coaches, and officials, another measure could be based on the relative improvements made by athletes through the system. One key measurement may be any significant increase in the numbers and proportions of athletes who have qualified for the B.C. Canada Games team, or for other sports events in B.C. and elsewhere. Since one of the program objectives is to identify athletes who have the ability and commitment to represent B.C. and Canada, it is necessary to monitor their movement through the system to measure the success of the program.

Municipal High Performance Centre Policies

This section outlines the linkages that municipalities can provide in the creation of high performance centres. First, there is a discussion of the implications of implementing the community-centred sport concept. Then, the experience of the local administration in Montreal will be used as an example of how community-centred sport is being linked with for high performance sport. In its description on the manner in which community-centred sport could be implemented, the Task Force made several suggestions. However, many of these are normally practised by the responsible agencies. For example, in a municipality like Ottawa, there are linkages among groups in the use of programs and services, including facilities for both recreation and sport activities. Through reciprocal use agreements, attempts are made to maximize the use of existing facilities, and to plan the development of upgrading facilities and building new ones. Through the Canadian sports system of national and provincial sport organizations, and the local level sport clubs, there is a system that, in part, works in encouraging community residents to participate in recreation activities, and yet provides the opportunity for the few to proceed further in their skills and excel at a higher level.

The City of Montreal Leisure Services and Community Development Department ("parks and recreation") initiated a policy process in 1983 for sport development tailored toward high performance sport, in part, to reflect the Olympic spirit that pervaded Montreal in the hosting of the 1976 Olympics, and to maximize the facility legacies. The Olympics have provided the impetus for Montreal's sports clubs to have a high performance focus in their elite sports programs with a goal to participate in the Olympics. In fact, the City takes special pride in "boasting" its proportion of athletes on the Canadian Olympic Team, normally about 15-25%, and sees its role as having a significant effect on high performance athletes elsewhere in the Province of Québec. (Robin, 1988)

Obviously, the Olympic facility legacy facilitates high performance because not only are the memories of significant athletic performances etched if not displayed at these facilities, but also these facilities are designed to the international standards for Olympic competition. It was a substantial legacy not only in the numbers of facilities, but in the additional costs to the City's operating and maintenance annual budget, estimated at about $4 million in 1976-77. (IR McGill, 1982:160-61) The City of Montreal assumed the stewardship of many of the competition venues and nearly all the training sites, except for Montreal Olympic Stadium, Olympic Pool and the Velodrome at Montreal Olympic Park which the provincial Olympic Installations Board operates. When the Velodrome was converted to the Biodome, ownership and operation of the facility was transferred to the City of Montreal.

There are four elements to the policy support for Montreal's sports elite: (1) administrative support (funding, personnel); (2) facility support (identification of suitable facilities, provision of access - scheduling and frequency of use); (3) equipment support (identification of equipment needs, provision of access - scheduling and frequency of use; and (4) general coordination of the program by a resource person. In approving this policy (1986), the City of Montreal has taken a leadership role in: coordinating and facilitating elite sports clubs to access and use Montreal's facilities; promoting and recognizing the accomplishments of athletes; and hosting events of national and international significance to provide the milieu in which Montreal athletes may compete at home and Montrealers are more aware of the athletes' accomplishments.

In its coordination role, the policy allows the City to ensure that there is an integration of high performance sport initiatives in any sport facility development proposal and any regional and national sports programs. The policy has enabled the City, in conjunction with Sport Canada and respective NSOs and PSOs, to pursue the creation of more national and regional high performance centres in Montreal, in fact, more than any other Canadian municipality where the centres (7) are under municipal ownership.

Montreal's policy for high performance sport is the closest example of the sport development centre model which the Task Force had recommended. Such a policy has not been initiated in any other city in Canada, and Daniel Robin, Montreal's coordinator of the high performance sports program, even suspects it has not been done elsewhere in the world. (Interview, 1994) Obviously, Montreal, as an Olympic host city, is in a unique position, unlike other municipalities whose mandates are focused on recreation programs for the general population, and unlike Calgary's position as Olympic host where the majority of the facilities' stewardship and high performance initiatives have been assumed by other public and quasi-public agencies. Through the hosting of national and international events, the opportunity presents itself for the sport development centre model concept to be initiated, but it has to be done during the planning of the event, not necessarily after the event. The process in creating the CCSD in Victoria is the closest to this ideal, but it falls somewhat in the middle: funding in place before the event, but the selection process of sports after the event.

As Olympic hosts, both Montreal and Calgary have implemented the sport development centre model. Both hold significant positions in supporting high performance sport. However, it is difficult at this stage to measure the difference that each has contributed to the overall proportion of athletes in international competition since, in fact, the NSCC has only been effective since 1994, while the City of Montreal's high performance support has been ongoing since 1986. But such an analysis may over time show the relative differences in terms of the proportion of athletes, and these differences could be attributed to: (1) the numbers of major sports events held for the athletes in each location; (2) the degree to which centralization or decentralization of support services has contributed to the athletes' performance; and (3) the financial structures to support the programs and facilities. Such an analysis will provide policy makers at various levels of government with an opportunity to determine how the sport development centre model and the establishment of national sport facilities can be effectively integrated in both major games and single sport championship events.

Summary

This chapter has examined Proposition #3 in terms of: (1) the development of policy for the creation and enhancement of sports facilities for high performance centres, mostly through the hosting of events and through the standards set by international sports agencies; and (2) the ability of these facilities to be used effectively for post-event use primarily for high performance.

On the one hand, the analysis supports the first part of this Proposition. There is indeed a strong link in high performance sport centres (or national sport facilities) being created through the hosting of major games events. However, the evolution of policy to enhance this development has occurred after the games event, not before. The policy concept for multisport centres came after the 1988 Calgary Olympics with the subsequent implementation of the National Sport Centre Calgary. Multisport centres have been created as spinoffs of the major games events in Calgary and Victoria, and unofficially in Montreal. The demand for more multisport centres in the country will become more apparent when the numbers of athletes training at these centres increase, and their relative proportion on Canadian national teams for major games events increase.

On the other hand, the analysis does not support this part of the Proposition since most high performance sport centres are at locations outside the major games milieu. Single sport high performance centres are, for the most part, located at university institutions because of the availability of athlete testing laboratories (sport science), and the range of suitable facilities for training. However, there is some debate within the national sport community whether universities are the ideal training environment for high performance athletes.

The analysis, though, is generally supportive of the second part of the Proposition. Case studies of facilities (e.g. 50-metre pools), demonstrate that some facilities are beyond the "sport and recreation fit" of some of the host communities. Also, there are a number of sports that do not benefit directly from major games events in terms of facility and athlete legacies for high performance sport in the post-event period.

The chronological order of policy initiatives on high performance sport centres has demonstrated that they have evolved in a logical pattern, at least from the federal to provincial/regional level. However, the chronological order of policy initiatives for hosting events has shown a haphazard evolution, where no one agency is in control of coordinating the appropriate timing and location of events, at least for the benefit of high performance sport. Since the development of national sport facilities has been attributed, in part, to the hosting of major sports events, there is a definitive policy gap to address the locational imbalances and regional disparities that these events have created in the location of these facilities for high performance sport.

In this regard, it appears that the federal government is waiving its responsibility, as custodian of the national high performance program, of any involvement with facility development that will be designed directly for or will enhance high performance sport, despite what has occurred in practice (Calgary and Victoria). The current hosting policy (1995), even though it refers to various legacies including facilities, does not refer directly to any federal obligation to facility endowment funds for these types of facilities. This ambiguous position of the federal government does not address the apparent concerns of primarily municipal governments who normally assume the stewardship of these enhanced facilities. There is evidence that some provincial governments (e.g. Alberta, B.C.) have assumed responsibility in addressing and implementing funding to assist municipalities in these situations.

Chapter 6

A RATIONAL PLANNING PROCESS FOR THE DEVELOPMENT OF LOCAL RECREATION AND NATIONAL SPORT FACILITIES

This chapter addresses Proposition #4, which states that "**the process that is currently employed for the development of local recreation and sport facilities can be readily applied to the development of national sport facilities.**" This examination not only outlines the issues facing local agencies in their development of recreation and sports facilities, but also determines the most appropriate measures that bid/organizing committees can incorporate into their planning processes for major sports events to "bridge the gap" between local needs and international facility requirements for the event.

At the local level, recreation facilities are developed through several providers: in the public sector, the municipal government, and educational institutions including school boards, universities, and community colleges; and in the private sector, commercial for-profit corporations, and non-profit recreation and sports clubs.

A theoretical rational planning model is presented to evaluate the planning processes used by various providers. This model sets the framework for examining the planning process used in the development of facilities for major games and single sport championship events.

Relative Market Share of the Ownership and Programming of Recreation Facilities

In any Canadian municipality, there is a sharing of the provision of recreation and sport facilities and programming. There is no one provider for all facilities and activities. This is explained, in part, by the fact that various institutions (school, universities, industries) require recreation facilities and programs for their own clientele. The nature of their facilities and the operation of their programs dictates the need to develop and maintain their own recreation facilities.

Despite this, municipal governments play a major part in the provision of recreation facilities because they assume the proprietorship and development of recreation facilities on designated public lands. These facilities will have boundaries depending on their size, function, and importance, and thus, may be classified with respect to their location and the level they serve. In an urban municipality, the levels range from the sub-neighbourhood and neighbourhood (serving about 5,000 people), to the community (10,000-30,000 people), to the entire city, to a district of adjacent municipalities, to regional facilities serving separated urban and rural municipalities. Even the regional level may be extended to the provincial, national, and even international levels when the facilities are designed for high performance use at those levels. Thus, facility standards will rise as the level increases. For example, the size of the competition field may be the same (e.g. soccer fields), but the difference may relate to the quality of the field, the number of competitive fields, and the range of associated features such as lighting, parking, fieldhouse, and spectator stands. Another factor in distinguishing levels of facilities is the degree of use, whether the facilities are available for the general population on an informal and spontaneous basis, or through a formal booking procedure by individuals and/or groups such as clubs, leagues, recreation associations, teams, and community associations.

Appendix 6 (a) shows the relative market share of leisure facilities from the perspective of the local government in relation to other providers for the City of Ottawa. However, there will be variations from one municipality to another. The variations in the market share relate to ownership and development responsibility for the facilities. For example, there is no velodrome in Ottawa, whereas Victoria and Winnipeg have such facilities, built as a result of major games events. The velodromes in these two latter cities would be in the "High/None" category, where "High" represents the publicly owned facilities funded by the public sector (e.g. municipal government), and "None" represents no involvement by the private sector. Thus, in Ottawa, the major hockey arena and football stadium located at the City owned and operated Lansdowne Park fall into the "High/None" category, whereas curling rinks fall into the category of "Medium/Medium", since the curling rinks are, in part, on public lands, but are owned and operated by the private (non-profit) sector.

In any municipality, an inventory of the market share of recreation and sport facilities can provide a framework for organizers of major sports events to determine which facilities may be available from which sources, or may be needed in the host city and region. This market share of the recreation facility inventory must be analyzed against the market share of leisure programmes to provide a better indicator of which groups organize recreation and sport programs in the municipality, and are the stewards of the facilities, regardless of land and facility ownership. Appendix 6 (b) shows the relative market share of leisure programmes, again for the City of Ottawa, which shows that it has less stewardship of leisure programmes than it does of leisure facilities. The planning processes described and analyzed in the balance of this chapter relate to the development of these types of facilities.

Planning Processes for the Development of Recreation Facilities

This section examines the planning processes of the various providers in the development of recreation facilities. It is divided into four parts for each of the main providers. However, the focus is primarily on the municipal planning process since the municipality generally owns and develops most of the facilities.

Municipal Recreation Facilities

The "parks and recreation" department of the local municipality is the public agency in charge of the development and allocation of facilities on public parklands and open spaces. In the case of the City of Ottawa's "parks and recreation department", the City has formulated planning systems to identify the needs for all levels of recreation and sports facilities, with input from not only the appropriate City staff and elected officials, but also user groups and residents who live adjacent to the facilities. In an amendment to Ottawa's 1964 Official Plan, it was determined that "the needs of open spaces be planned according to the needs of the population." (Ottawa, 1978:4) Thus, for any recreational development proposal, planning staff must meet with adjacent residents and current and potential user groups at least a minimum of two times: first, to identify the needs for that recreational development; and second, to review the plan(s) prepared for it. After planning staff have reviewed the wishes and concerns expressed by these groups and residents, they prepare the plan(s), set up another public meeting normally with the same people, present the plan(s), and discuss merits and/or disadvantages. If there is a consensus among those attending the public meeting, the planning staff would complete the desired plan, and proceed to a Council Committee report, with recommendations to approve the plan. If the plan is to be implemented within the current capital budget of the municipality, the report will have additional recommendations regarding the approval of appropriate funds for all or part of the plan to be implemented, as well as an identification of the additional operating costs of the new development for the City's future operating and maintenance budget. The report would be considered by a Council Committee, at which time there would be an opportunity for the public to attend and make comments in favour of or against the plan or any of its components. The Council Committee would either approve the plan as presented, suggest amendments, or reject it. The report, if not approved, would be referred back to the planning staff for further review and revisions. If approved, it would be directed to City Council which would generally approve it.

For the purposes of this discussion, the term "plan" may be used interchangeably with the term "design". Normally a "plan" is used to show the allocation of a number of recreation components in a given open space or park setting. These components could be sports fields and playgrounds, with landscaping, pathways, parking, spectator seating and lighting. These components are also construed as recreation "facilities" within the open space or park setting. However, for major recreation facilities such as arenas, stadia, and gymnasia, the term "design" is used to describe the allocation of the building components of the facility, including the main area for competition, spectator seating, change and locker rooms, washrooms, and parking. Although architects do the "design" for the facility, the term "plan" will be used for the balance of this discussion.

The planning process described earlier and shown schematically in Figure 6-1 may be considered the norm, and generally occurs for developments where the needs for park and facility development are relatively straightforward, and where there are few, if any, conflicts. Such developments are relatively simple for parks and facilities at the neighbourhood level where the users are the residents of that neighbourhood. One step in the planning process that is not practised in this type of development is the consideration of possible alternatives. As the development becomes larger and more complex, however, alternatives become a major component of the process.

The basic planning process for these lower level projects usually takes six months to two years from initiation to implementation. Such projects are not started unless they are part of a municipality's annual five-year capital program. It is planned on the basis of the year the budget funding will be allocated, and its simplicity or complexity. Planning is important in

Figure 6-1: **Basic Planning Process for the Development of a Recreation Facility**

Planning Phase

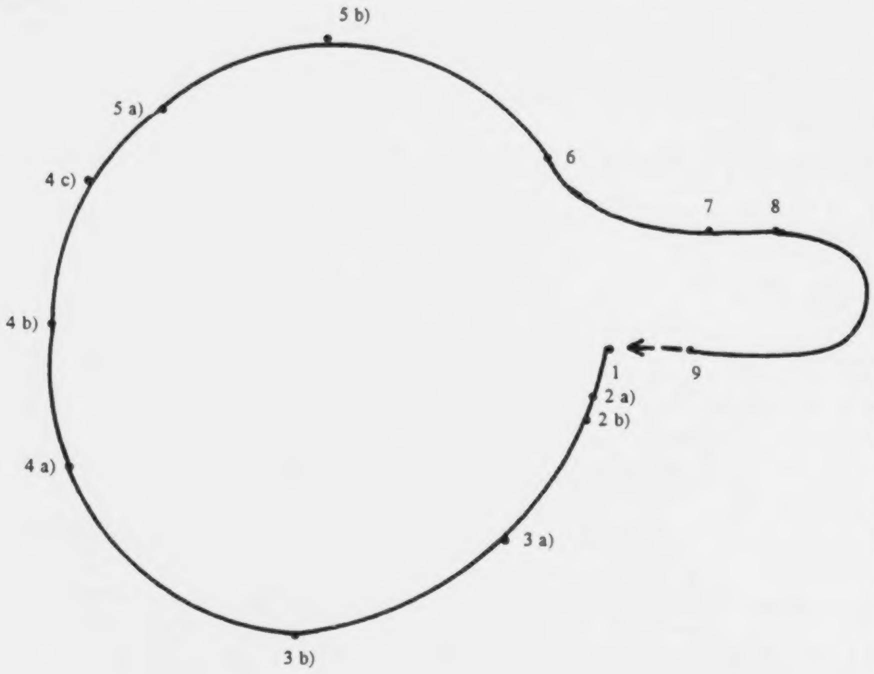
1 Mandate
2 a) Goals
2 b) Objectives
3 a) Inventory of Site Characteristics
3 b) Inventory of Needs (Public Meeting)
4 a) Preparation of Plan Concepts
4 b) Consensus of Plan (Public Meeting)
4 c) Final Plan

Decision Phase

5 a) Council Committee Consideration (Public Input)
5 b) Council Approval
6 Budget Approval

Implementation Phase

7 Construction
8 Programming
9 Evaluation



order to obtain funding from other sources, primarily the provincial government which generally offers direct financial assistance to municipalities for the development of recreation facilities.

As the development of recreation facilities occurs at higher levels (community, city, district, regional), the numbers of facilities within a park plan and the range of amenities increase. More important, though, user groups tend to come from outside the adjacent neighbourhood and community. Thus, there are invariably more conflicts between the residents in the adjacent community and the "outside" user groups. For this reason, it is important and necessary to add more steps to the planning process as shown in Figure 6-2, such as obtaining City Council approval of the "building program" for the facility plan prior to the stage of doing the actual plan(s). The components of the building program provide the "terms of reference" for the plan(s) of the facility, streamlining the planning process from beginning to end.

Another stage in this second planning process that is given more consideration is the determination of potential alternatives. There are two types of alternatives: the first designed to meet the basic recreation requirements of the user groups; and the second to provide a further "wish" list of requirements should there be available funding. If the capital budget has been set for the specific facility project at the initial step in determining the mandate for the project, the first type of alternative will be used, focusing upon different plans for the facility. Such alternatives demonstrate the arrangement of the facility components in different ways to meet certain sets of objectives. However, normally a budget ceiling is not given at the beginning of the planning process for a recreation facility project but evolves as the needs are identified, the plans developed and the costs determined. In this case, the second type of alternative would be applied, and the alternative plans may take a form based on a series of budget scenarios. Yet another more comprehensive approach is to develop one plan that will encompass all budget scenarios. The plan could be implemented in phases if there is limited funding in the initial budget approval, and when subsequent and additional funding becomes available, the other phases of the project could be implemented. Ideally, though, it is generally best to implement the entire plan with the required funding in place partly because the original "terms of reference" for the facility can best be achieved this way. As well, economies of scale from

Figure 6-2: **Basic Planning Process for the Development of a Major Recreation Facility**

Planning Phase

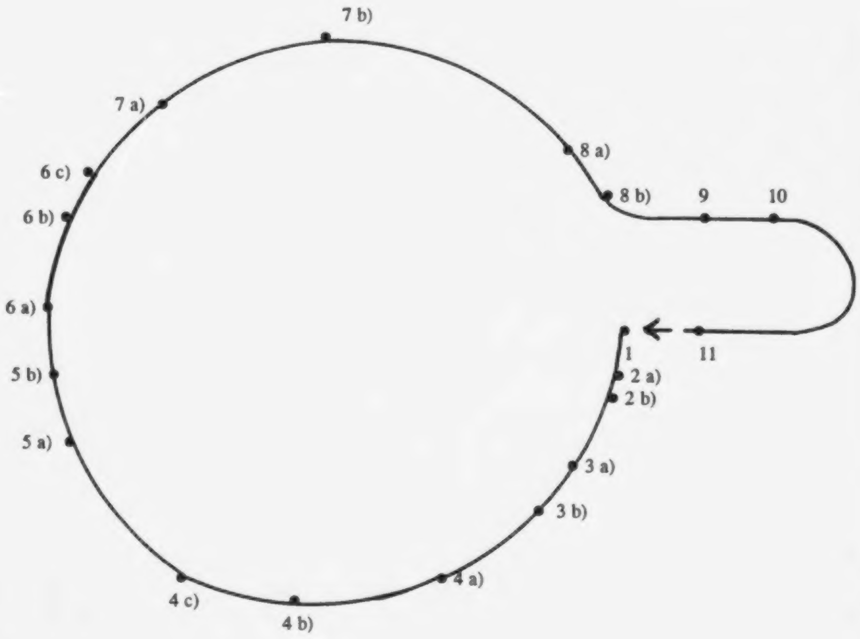
1 Mandate
2 a) Goals
2 b) Objectives
3 a) Inventory of Site Characteristics
3 b) Inventory of Needs (Public Meeting)
4 a) Preparation of the Facility Program
4 b) Consensus of the Facility Program (Public Meeting)
4 c) Final Facility Program
6 a) Preparation of Alternative Plan Concepts
6 b) Consensus of Best Alternative Plan (Public Meeting)
6 c) Final Plan

Decision Phase

5 a) Council Committee Consideration (Public Input)
5 b) Council Approval of Facility Program
7 a) Council Committee Consideration (Public Input)
7 b) Council Approval of Plan
8 a) Budget Approval
8 b) Possible Adjustment of Facility Program and Plan

Implementation Phase

9 Construction
10 Programming
11 Evaluation



completion of the facility in one phase would be greater.

The steps in the planning process shown in Figures 6-1 and 6-2 appear to be sequential: that is, each step is undertaken when the previous step has been completed. However, in practice, there is constant movement from one step to anaother regardles of where they lie in the planning process. Ideally, if each step is thoroughly completed, there is no necessity to go back to that step. However, invariably these steps are not completed thoroughly, because (1) either new additional and relevant information becomes available, or (2) the wishes of various user groups and residents from the adjacent neighbourhood involved change, or (3), more typically, the "political" parameters are altered by the approving authority.

There are three areas in this planning process that must be given particular attention: consideration of barrier-free design in the plan(s); the involvement of qualified operators and programmers during various steps of the process; and the evaluation of the finished product.

Consideration of barrier-free design is necessary given the importance of recreational activity for people with disabilities for their own rehabilitation and self-esteem, the hosting of more games events (e.g. Special Olympics) for athletes with a disability, and the trend in some games and single sport championship events (e.g. Commonwealth Games, Canadian Track & Field Championships) to integrate events for athletes with a disability into the overall sports programme. Provincial building codes have been revised to accommodate barrier-free design, and in Canada in particular, there have been great advancements made to meet the needs of the disabled in the built environment. However, the building codes do not cover all needs, and thus, it is important to have accessibility audits of the plans during certain steps of the planning process. These would be: the identification of needs; the review of the plans; and the construction phase. Even during the construction phase of the facility, an accessibility audit with a representative group of people with disabilities would likely identify any flaws in the design and construction of the facility before it is too late to make the necessary adjustments. Budget contingencies in the implementation of any project should include provision for these audits and corrective measures, where necessary, to ensure that the facility will be barrier-free.

The second area of attention is the degree to which operators and programmers of the facility in question are involved in the planning process. A general manager of the proposed facility should be retained or employed while the process is occurring. Based on experience at similar facilities, such personnel would be an asset to the planning team and would help to ensure that the facility would be functional and cost-effective from an operational and programming perspective. With the current onus on recovery rates and cost-effective measures, it is important that such people are on stream early in the planning process. Interviews with swimming pool managers (Rosenfeld, 1995; Delorme, 1994; and Bryce, 1994), and Triple "A" baseball stadium managers (1989-90) substantiate this conclusion. For example, in the case of the Montreal Olympic Pool, the general manager was not hired until after the Montreal Olympics in 1976. The design of the pool, although appropriate for the Olympic competitive events, was not conducive to general use by the resident population. Thus, a new higher level pool floor had to be installed to allow for greater flexibility in teaching, and for use by such groups as children.

The third area that needs more attention is the "evaluation" after the facility has been built and is operational. Seldom are evaluative assessments and studies done because of a lack of human resources, time, and funding. Even as planning staff have completed one facility project, there are more than enough other projects on their priority lists and within their capital budgets that are being done concurrently, and generally there is no time to do evaluations of their previous work. However, such evaluations may assist the planning staff should they be involved in similar facility projects in the future. Also, such evaluations should include the perceptions and experiences of users of facilities, which would give an important perspective to the attributes, successes, and shortcomings of the facilities.

Although the planning process as described applies to a municipality with a City Council as the approving authority, the other providers of recreation facilities follow somewhat similar processes.

School Recreation Facilities

The consideration of recreation facilities at schools is part of the normal planning process. Standards for both indoor and outdoor recreation facilities are established by the provincial Department of Education, partly to allocate sufficient lands through the land development and subdivision process for both the school building, parking area, and open space area for recreation and sport facilities, and partly to ensure the school environment provides the necessary facilities to meet the needs of the students either through spontaneous play or formal recreation and sports programs.

Standards vary with the school level. Elementary schools have small gymnasiums (with or without a stage), outdoor play equipment, non-regulation sport fields, and marked asphalt areas for various games. Given the more competitive nature of junior and senior high schools, recreation facilities at this level include larger and standard sized gymnasiums (with a stage), auditoriums, and regulation sports fields, sometimes with a track, lighting, and spectator seating.

School recreation facilities may be separate entities serving just the school population, and have limited use for neighbourhood or community residents. However, if they are located adjacent to municipally owned parkland, then, depending on the size of the parkland and assigned level of that open space (e.g. neighbourhood, community), the range of recreation facilities can be broadened to include more (and more varied) facilities, such as regulation sports fields, tennis courts, different types of playstructures, and outdoor rinks. Within the school building itself there may a regulation gymnasium and auditorium. Combined with classrooms and a library, the school even may serve as a community centre. In essence, joint school-municipal park sites become major focal points for the neighbourhood and community, offering a wide range of recreation facilities and programs for the community.

Recreation planners attempt to implement this concept of adjacent school-municipal park sites where the opportunity exists in the planning of residential subdivisions. Given the planning legislation for subdivisions, the municipality has the authority to ensure that the allocation of open spaces, parks, and school sites is placed appropriately to maximize the opportunities for recreational facility development to serve both the school population and the general community. In Alberta, for example, the municipality acts as the steward of lands dedicated for municipal public parkland and school lands where such lands usually represent **ten** percent of the total area being subdivided. Only when the School Board begins the process of building the school does the municipality relinquish its stewardship.

The School Board, as an elected decision making authority, has a similar planning process to the municipal planning process described earlier. The degree to which the School Board, through its planning staff, consults the "community" on its plan(s) is left to its discretion, but generally, the School Board's planning staff consult primarily with parent-teacher associations, and with community associations.

Even though the municipality may have the opportunity to become involved in the School Board's planning process, the School Board is not obligated to consult with the municipality. Like the municipality, the School Board is faced with limited funding both from the provincial Department of Education and from the local tax base, and given the higher priorities to meet educational needs, funding for recreational facility development may be significantly constrained. Thus, recreational facility development on school lands often tends to be undersized in terms of standard sports fields, with basic amenities, like spectator seating and lighting, excluded.

Joint-use or reciprocal use agreements are common between a municipality and a School Board, whereby schools may use municipal recreation facilities, usually swimming pools and arenas, for their teaching and competitive programs, while the municipality, through its recreation programmes, may use school recreation facilities, usually gymnasia and sports fields. Except for custodial fees, there are no charges for the use of these facilities. In any development of school lands, such joint-use agreements are often expanded to include joint consultation on plans to upgrade or build recreation facilities to ensure that the range and use of these facilities is maximized for the benefit of the entire community.

Recreation and Sport Facilities at Universities and Community Colleges

Post-secondary educational institutions perhaps offer perhaps the best opportunity to develop recreation and sport facilities at a standard for competition at the highest level, given existing intercollegiate competition in a variety of individual and team sports. On most university campuses, there are regulation sports fields for football, soccer, and field hockey, a track, regulation gymnasia for basketball, volleyball, gymnastics, and combative sports, and an arena for hockey. The competitive areas in these facilities generally meet provincial, national (and, even, international) standards, but the facilities as a whole do not, especially in terms of spectator seating requirements. The location of community colleges tends to be on smaller sites, with less open space area for outdoor regulation sports fields. Thus, the major recreation facilities are indoors and integrated into the college building.

To a degree, the planning process for recreation facility development is similar to that for a high school, except that the approving authority is the Board of Governors for the university or college. Funding for university and college facilities comes from the provincial Department of Post Secondary Education. Generally, university and college recreation and sport facilities are developed through a similar process to that shown in Figure 6-2.

The sources of a plan for university recreation facilities and funding for its implementation vary. Usually, the case for recreation facilities derives from the Director of Physical Education or Athletics, and is integrated into the university's Master Plan. However, depending on the university's capital budget and available funding from the provincial government, budgeting priorities are established for the different faculty departments requiring capital improvements. Normally, the proposed recreation and sports facilities meet the following program needs in order of priority: first, teaching program requirements for the home Faculty; second, intramural and recreation programs for the university campus; and third, intercollegiate athletics programs.

Beyond funding from the province, there are other avenues for the university to fund its recreation facility development. Fund raising initiatives are now common among universities, which approach their alumni and private sector corporations for various capital projects. The University of Calgary Board of Governors took a strong advocacy role in supporting proposals to use facilities at the University for the 1988 Calgary Olympics, and received substantial funding from the province ($79.6 million) and the Games Organizing Committee ($7.5 million) to upgrade existing facilities and to build new facilities, all of which would have taken several more years to implement according to its Master Plan. A similar approach was taken by the University of Alberta in the funding of the "Butterdome" Pavilion ($19.0 million), and the Tennis Centre ($1.4 million) in hosting the 1983 Universiade Games.

The major games event has sometimes been used as a catalyst to circumvent other higher priority capital projects in the university's Master Plan. For example, the University of Ottawa Athletics Department attempted to use the proposal to host the 1997 Universiade Games to develop new recreation and sports facilities for its physical education and athletic programs, even though the University's Board of Governors had priorities for other faculties. (Turgeon, Interview, 1994) Similarly, the University of Victoria Board of Governors did not waiver from its original Master Plan in order to add sports facilities just to accommodate the perceived wishes of the Victoria Commonwealth Games Bid Committee, which had envisioned the university being the location for major sports facilities for the Games because the university had the open space area to accommodate these facilities.

However, a constant theme in developing university recreation and sports facilities is the degree of accessibility and use by the non-university community. There are misconceptions in the community that the university's recreation facilities are inaccessible to the public, being available only to the university community (students, faculty, and staff). In fact, most university facilities are available to the general community as long as the priority uses noted earlier have been met.

Universities (more so than community colleges) have become the focus for the establishment of national and regional high performance centres. These educational institutions have: suitable international competitive areas for various sports; students competing at the elite level; certified coaches available because of the teaching opportunities at universities; and research programs in sport science and sports medicine. As a result, the university is considered the ideal environment for the establishment of national and regional sport facilities. Even so, the national sports community has expressed concern that universities do not provide sufficient access for the training of elite athletes. "These institutions generally do not see it as their mandate to provide preferential treatment to high performance programs, especially if these are convened by non-university agencies." (Fitness and Amateur Sport, 1989:82)

Private Sector Recreation Facilities

The private sector is involved with a major segment of recreational facilities which can be divided into two types: first, commercial for-profit recreational facilities which are available to the public on a user pay basis; and non-profit recreation facilities which generally cater to membership-type clientele and may include the public on a user pay basis.

Commercial for-profit recreational facilities are designed to maximize the use of the facility, and to ensure there is a financial return on the initial investment. In most cases, the land and the facilities are privately owned. Facilities in this group include such things as cinemas, bowling alleys, and fitness clubs.

Non-profit sector facilities generally are important to the recreation and sports community, and even more so to the high end of the sports spectrum, if the non-profit club or sport association has a mandate to encourage high performance sports programs in addition to general recreation activities for its membership and, perhaps, the general public. The premise is to operate activities and facilities on a break-even basis; any profits would be turned over to the operation and do not provide a financial benefit directly to the membership. Such non-profit associations include clubs in swimming, soccer, rowing/canoeing, and track and field. These associations own either the land and the facilities (e.g. rugby, equestrian clubs), or the facilities but not the land which is in public ownership (e.g. rowing and canoeing clubs), or neither the land nor facilities (e.g. clubs using public sports fields). The non-profit sector relies to a certain degree on financial assistance from the public sector for the upgrading and development of facilities. Because of their non-profit status and their contribution to the sports community, such associations often obtain funding from the municipality, or receive funding for facility development, equipment, and operations from provincial grant programs and lottery systems. Nonetheless, a criticism of non-profit organizations is that seldom do they have capital improvement or replacement funds for the enhancement and expansion of their facilities.

The planning process for facility development from the private sector is essentially the same as that for the municipality, except that the approving authority is normally the Board of Directors for that private organization. The decision maker for commercial profit-oriented organizations may be a Board of Directors (if the organization is a corporation (e.g. cinemas, fitness clubs)), or a family (e.g. bowling alleys), or an individual owner (e.g. professional team franchises). Their decisions on facility development will be based on their expected return on investment, and their ability to generate revenues above their operating expenses to enhance the facility further, and even to expand their operations to other locations. Their decisions are based on market conditions, and normally do not involve other sectors of the recreation industry.

One step in the planning process that needs to be addressed is the identification of needs. The non-profit sector more than any other group tends to demand facilities that meet international facility requirements because this sector represents, in part, the elite group of the sports system. Through its recreation and sports programs, the non-profit sector encourages members to compete at the highest level, and submits bids to national sport organizations to host national championships in their respective sports. Because the facilities may meet international standards (except for spectator seating), they are candidates for national or regional high performance centres. Examples are Elk Lake, Saanich (rowing), Glencoe Club, Calgary (badminton), and gymnastic clubs in the Toronto region.

Rationale for Strategic Planning between Recreation Facility Providers

Generally, each provider of recreation facilities described above operates within its own parameters, meeting the needs of its clientele first, and if possible, accommodating the needs of the general public. Each has its own planning process for making decisions on facility development. However, in many respects, they are similar. The key questions to be raised are:

1) To what degree do these providers consult with each other during the planning process to determine their requirements for facilities?

2) What impacts do their proposals have on the plans of other providers?

A commercial for-profit oriented organization in the private sector will not consult with other competitors because it wants to obtain an advantage in gaining a greater share of the recreation market. However, for "public sector" facilities, the providers should not be in competition with each other, since they are funded from the same local tax base. Facilities as planned, built and used should complement each other, and avoid possible duplication. This principle applies to both the municipality and the school board in providing facilities on "public" lands. However, if the current and potential use of public sector recreational and sports facilities is examined, no doubt there would be an abundance of recreational facilities, in some cases duplicated and often underused. Typical are gymnasia and sports fields. It is important to note, however, that the prime time periods (weekday evenings, weekends) are normally fully booked. Furthermore, any demand study for recreation facilities will be dependent, in part, on the demand for prime time use, recognizing the times that groups or individuals are available in their leisure to use the facilities.

To clarify this observation, a Sports Fields Study done by the City of Ottawa (1981) concluded that several higher level sport fields were required to meet the competitive needs of sports leagues and associations. The municipality had few areas to accommodate these needs, and it had to revert to lands held by other providers. Schools had unused portions of their school land inventory where additional sports fields could be accommodated. There was agreement and coordination in this strategy between these two providers to the extent that the City assumed the added responsibility of maintaining, at its cost, the higher level sports fields on school lands. This action appeared reasonable given that the facilities were designed primarily for community rather than school use.

However, recommendations were made to use the corridor lands owned by the National Capital Commission (NCC), the major open space landholder in the National Capital Region. The NCC reacted with a policy document for these lands primarily to discourage such major recreational facility development which would have included lighted regulation sports fields, some spectator seating, parking, and perhaps fieldhouses. Such permanent structures on NCC lands may have prevented the use of such lands for other purposes in the future (e.g. transportation corridors).

These actions both by the municipality and the NCC indicated that there was a lack of: (1) municipal liaison with the NCC early in the study process to determine if the NCC lands would be available for recreational development; and (2) strategic planning on the part of the NCC in identifying the potential of its corridor lands for different types of land uses, leading to a "sudden" reaction to create an immediate policy in response to the city's initiative.

However, from another perspective, the Sports Fields Study demonstrated that the 5% allocation of subdivision lands for municipal parklands in Ontario's planning legislation is not sufficient to meet the recreation and sport needs of the population, particularly the higher levels of competition. It is supported further by the fact that there are 200 NCC owned sites (including 55 in Ottawa) within the National Capital Region that are leased to other recreation providers for a wide variety of field sports and other facilities. It only exemplifies the insufficiency of provincial open space standards as few municipalities in Ontario have the advantages of a federal agency, such as the NCC, in owning open space areas suitable for sport facility development.

The lack of open space for recreation facility development was identified in the City of Ottawa Official Plan (1964), and an emphasis was placed on the acquisition of lands to meet certain open space standards in various neighbourhoods and communities. It was a reflection of the need for city-wide recreation facilities that could not be accommodated from the 5% allocation of public parkland. Thus, it was necessary for the City to establish a separate land acquisition budget to purchase lands (especially, those adjacent to existing parks and schools) large enough to accommodate the development of higher level recreation facilities. Of course, land acquisition becomes an even greater issue in the development of major spectator sports facilities for professional sports franchises.

The lack in dedicating sufficient open space lands through planning legislation provokes a need for effective coordination between recreation providers to maximize their land resources for recreation facility development to meet the needs of all user groups. However, as much as coordinated planning is an ideal form of cooperation between the providers, it has been shown that the providers in most cases operate within their own jurisdictions, and rarely coordinate their policies and plans with other providers. Thus, there is a need for each provider to carry out its own strategic planning to react in part to the plans of other providers. In this context, **strategic planning** may be defined as: **"A process to determine an organization's primary purpose, and the means to carry out that purpose, while being cognizant of those factors outside of its jurisdiction or control that may affect the organization's plans and operations, in order to react accordingly and still maintain the status quo or enhance the organization."**

There are several methods of perceiving and implementing strategic planning. Mintzberg (1994) describes some appropriate models of strategic planning that may be modified to apply to the subject and intent of this thesis. He refers to an eight-case scenario distinguishing such variables as the **past** from the **future**, **acts** from **events**, and **certainty** from **uncertainty**." (1994:8). These variables are displayed in the typology in Figure 6-3.

In this typology, the **event** has been expanded to include the term "**issue**", since the nature of the event may very well be an issue, concern or problem to the organization which has to address it. The **act** becomes **action** as being more representative of the type of decision making required by the executive of the organization. For each of the variables in the typology there are sub-variables which reflect the main products of the strategic planning process.

The process may be divided into any series of four or more components of the typology. Most organizations in carrying out strategic planning will conduct an internal audit of their operations, primarily in areas of **certainty** (upper right four components in Figure 6-3), where they have the most knowledge and success in operating their business. Along with this analysis, they may evaluate their **past** performance (upper left four components). However, as noted earlier, the **evaluation** stage is given less consideration. In reality, most strategic planning processes are limited to the internal audit of the organization, which Mintzberg refers to as **perspective**.

Strategic planning can be especially effective when an external audit is done on situations that may happen, but are not necessarily under the organization's control. Environmental scanning, forecasting, and the identification of factors, both controllable and uncontrollable, and their resultant impacts have to be thoroughly researched and analyzed. For each scenario that may happen, the organization may determine an appropriate strategic policy with subsequent strategic plans such that when the event or issue arises, the organization is able to act in a systematic manner. Mintzberg refers this part of the strategic planning process as **position** to complete a **perspective-position** model.

Figure 6-3: **Strategic Planning Typology**

INTERNAL AUDIT	**EVENT / ISSUE** Strategic Plans Operations	**ACTION** Decision Making Strategic Policy	**INTERNAL AUDIT**
ACTION Decision Making Strategic Policy	**PAST** Evaluation Successes / Failures	**CERTAINTY** Strengths / Weaknesses Projections	**EVENT / ISSUE** Strategic Plans Operations
EVENT / ISSUE Strategic Plans Operations	**FUTURE** Forecasting Environmental Scan	**UNCERTAINTY** Uncontrollable Factors Impacts	**ACTION** Decision Making Strategic Policy
EXTERNAL AUDIT	**ACTION** Decision Making Strategic Policy	**EVENT / ISSUE** Strategic Plans Operations	**EXTERNAL AUDIT**

The most common external influence on organizations beyond their control is the changing economic situation, either in terms of interest rates and inflation or the availability of grants. Generally, municipalities will forecast their requirements based on three variables: retaining the status quo as a minimum; an assumption that financial projections will remain the same as in the previous year; and another assumption that government grants will be forthcoming. However, higher levels of government in reviewing their own financial situations, have recently established strategic policies to reduce the public deficit and debt, and, in turn, have reduced grants and eliminated selected services and programs. These policies and **actions** have left municipal organizations to react, evaluate, and make changes to their own programs within this new financial scenario. Seldom have municipalities been ready to react with a strategic plan to make the necessary adjustments to their operations.

For example, in the early 1980's when the Ontario Government placed a moratorium on future capital improvement grants for recreation facilities through its Wintario program, the City of Ottawa reacted with a new "Self-Help" program to provide financial assistance to non-profit community groups that desired to make improvements or add to their inventory of recreation facilities. The program was based on equal distribution of funds, with a maximum cap on funding by the municipality. The program replaced the Wintario program, and proved to be an effective and beneficial capital improvement program because of its focus on the enhancement of community development principles, community stewardship of the facilities, minimal bureaucratic interference, and a means to circumvent the priority list of other recreation projects. Although the projects were small in scale, the "Self-Help" program enabled the City to address an aspiring need in the community. While the City did not have a strategic plan at the time with which to react to the financial decision by the provincial government, the very success of the City's action should be a model for developing similar "strategic" plans under present and future conditions.

As much as the organization may be able to determine its appropriate responses to uncertain events and issues, the organization itself can cause the same effects to happen to other organizations. The organization may decide to move into unchartered areas to gain a greater share of the market or to facilitate its operations. For example, a municipality may decide that in order to increase revenues and offset operating costs of its recreation and sports facilities, it will introduce revenue generating activities such as fitness programs. However, it will be entering into a market that is serviced primarily by the commercial profit sector. Although there may be a risk in entering into such new ventures, the premise for its entry is based on: the strengths of the organization in organizing other successful recreation activity programs; its range of ownership of facilities and open space; and its ability to attract new clientele who would otherwise have not participated in fitness classes in the commercial sector.

A criticism of strategic planning is that there is no effort to coordinate strategic plans of different organizations. In the public sector, strategic plans are not given any legal status, like the system of official plans in the Province of Ontario. A municipal official (land use) plan must conform to the regional official plan, and both those plans must conform to provincial plans or policies, should there be any. Since these plans at different levels are not done concurrently, there is usually an array of amendments to the respective official plans. Such plans go through a legal process identified in the Municipal Act and the Planning Act, approved by the local and regional elected councils, and endorsed by the provincial Ministry through the Minister responsible for municipal and regional governments.

In contrast, a strategic plan is considered to be an operational and management tool, primarily designed to guide the organization in its daily endeavours. In municipal organizations, such plans may be considered as bureaucratic means to deal with key issues, and may need approval only by the Chief Executive Officer of the organization, without the input of the elected municipal council. This would lead to a situation in which the municipal council is the **external** and **uncertain** factor, and the strategic plan is the means to react to a series of political scenarios. Ideally, the strategic plan in a municipal public sector setting should be conceived jointly by the elected municipal council and the administrative arm of the organization, the Chief Executive Officer and Department Commissioners. The strategic plan should be given council approval not only to bond all elements of the organization, but also to inform the public, with possible public consultation on the municipality's mission, goals, objectives, and strategic initiatives.

Generally, timelines may be set for strategic plans in terms of strategic targets. However, the timelines may be flexible, due to factors beyond the control of the organization.

Obviously, strategic plans are established under changing conditions, and must be reviewed and updated, constantly.

The opportunity for coordination of strategic plans between public sector organizations depends on how far the strategic planning process proceeds in the organizations. Whether or not the strategic planning process includes political approval, there is a need to identify the events/issues common to these organizations. In fact, a coordinated strategic plan between these organizations should be established and included in each strategic plan of the respective organizations. A typical and worthy coordination would be between the municipality and the school board. Even though the City of Ottawa has official policies on the need for this coordination, and the City and the respective school boards have a "liaison committee" at the administrative level to deal with common issues, no common strategic plan has been conceived to assist the members of the "liaison committee" to make effective decisions. Strategic planning can be effective in the development of recreation and sports facilities between different providers. This is particularly so for the development of open spaces on adjacent school and city parkland sites. And, even if the sites are separate from each other in a given neighbourhood or community, common strategic planning can help determine the requirements for recreation facilities for both school and community needs.

More strategic planning is required among providers who are involved in the development of higher level and major recreation and sports facilities. In this regard, Figure 6-2 has been expanded to include presumably similar planning processes. Figure 6-4 shows this relationship schematically. Thus, when any one provider proposes a facility development, consultation with other providers would begin, with the purpose to develop a common strategic plan between those providers most affected by the proposal. For example, there is a need for universities and municipalities to consult and develop common strategic plans in the provision

Figure 6-4: **Strategic Planning Model for Providers of Recreation Facilities**

Planning Phase

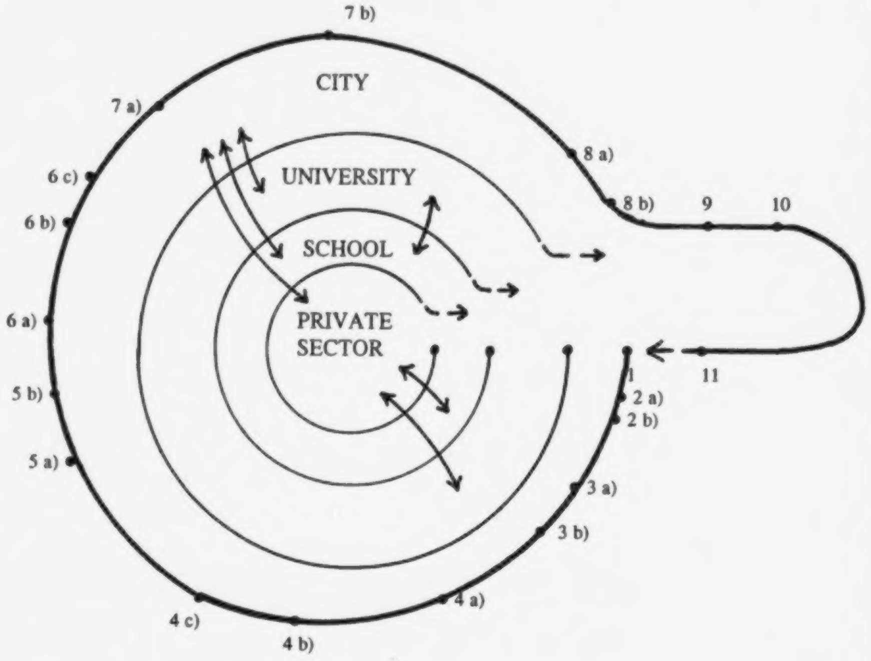
1 Mandate
2 a) Goals
2 b) Objectives
3 a) Inventory of Site Characteristics
3 b) Inventory of Needs (Public Meeting)
4 a) Preparation of the Facility Program
4 b) Consensus of the Facility Program (Public Meeting)
4 c) Final Facility Program
6 a) Preparation of Alternative Plan Concepts
6 b) Consensus of Best Alternative Plan (Public Meeting)
6 c) Final Plan

Decision Phase

5 a) Consideration by Approving Authority (Public Input)
5 b) Approval of Facility Program by Approving Authority
7 a) Consideration by Approving Authority (Public Input)
7 b) Approval of Plan by Approving Authority
8 a) Budget Approval
8 b) Possible Adjustment of Facility Program and Plan

Implementation Phase

9 Construction
10 Programming
11 Evaluation



of major sport facilities because such facilities meet international competitive requirements. In Edmonton, some major sport facilities do not allow for maximum use by both the university and general community. For example, the municipally owned Commonwealth Stadium is limited for use by agreements with the professional CFL football team franchise, while the university football team and community user groups are relegated to Clarke Stadium adjacent to Commonwealth Stadium. However, McMahon Stadium in Calgary owned by the University of Calgary serves as the home of the professional Calgary Stampeders, CFL football franchise, but is also well used by amateur sports groups throughout the city, and of course, by the university community. Strategic planning between different providers in the development (and operation and use) of such major facilities is necessary in determining the most appropriate facility owner, design, and location to maximize sport and recreation opportunities for all potential user groups.

The need for strategic planning will become more apparent as another provider, usually with no previous ties to the other four types of providers, enters the development area of major international level sports facilities - the group involved in the bidding and hosting of major games events. The last part of this chapter will discuss how this group evolves and the actions it undertakes, with or without consultation with other providers.

The Rational Planning Process Model

The planning processes of the four providers described earlier and shown in Figures 6-1 and 6-2 can be construed as a rational planning process model despite some imperfections. Rational planning may be defined as the process where, "plans can and should be to the fullest extent objective, factual, logical, and realistic in establishing objectives and establishing the means to obtain them." (Steiner, 1969:20 in Mintzberg, 1994:13) With the municipality as the recreation provider, the rational planning process allows for a clear statement of goals and objectives (or terms of reference for the project), the identification of needs (with input from user groups and the general public), a further review of the facility program (if necessary), and the facility plan (again with public review before it is considered and approved by the elected council). Such a process is part of a larger capital (and operating) budget approval process. The projects are not initiated at the whim of City Council, but rather are identified as priorities in the overall budgeting process of the municipality.

The rational planning process model will be well served if each of the steps in the planning process is analyzed and completed before the next step is started. However, in practice, even though some steps are done concurrently, as long as the project continues with its original statement of goals and objectives, the rational planning process model stays intact. However, more often than not, especially with larger and more complex sport and recreation facility developments where other potential providers are involved in the process, there are bound to be unresolved issues. Some of these issues must be resolved through the political process, which, itself, may change the original terms of reference of the project. Such "interference" in the process, whether planned or unplanned, alters the rational planning process model.

Faludi (1973) developed models of rational planning to explain this apparent dilemma in the planning processes for urban planning development issues and problems. Six models were formulated, three of which were direct opposites to the other three. Two such opposites were the rational comprehensive planning model and the disjointed incremental planning model. The specific attributes of these models were summarized by Burton (1989) and are shown in Table 6-1 below.

In the case of the development of a new Triple "A" baseball stadium in the City of Ottawa, the planning process followed the disjointed incremental planning model, primarily because terms of reference had not been established at the beginning, and there was political interference through major stages of the process. Although the project was politically initiated at the Mayor's request through Council Committee, the parameters for possible site locations

Table 6-1: **Planning Models Attributes**

PLANNING MODELS / ATTRIBUTES	
Rational Comprehensive	**Disjointed Incremental**
• Covers everything that is legitimate and relevant	• Alternatives limited
• Rational and comprehensive treatment of variables that are rational and comprehensive	• Incremental change through trade-offs between variables; rationality is abstract
• Planning is total, holistic, comprehensive, optimal, and rational	• Planning is incremental, remedial, serial, exploratory, and fragmented
• Assume centralized planning functions	• Assume fragmentation of planning functions
• Consensus possible in formulation and achievement of societal goals	• Bargaining and compromise the basis for formulation and achievement of goals
• Planning scientific, diagnostic and clinical exercise	• Planning subjective, diffused, and political exercise in "muddling through"
• Concern with means of action rather than ends	• Ends justify (moral) means

Source: Burton, T.L. (1989). Leisure forecasting, policymaking, and planning. In Edgar L. Jackson & Thomas L. Burton (Eds.), Understanding leisure and recreation: Mapping the past, charting the future (p. 231).

for such a facility had not been set initially, with respect to the relative location of the facility either within the City's boundaries or in another municipality within the region. Although sites just outside the boundaries of the City of Ottawa had been investigated, city recreation planning staff were directed to focus on sites within the City, primarily because it was presumed that the City, being the largest municipality, would, in part, contribute to the funding of the stadium. However, a major baseball stadium, even at the Triple "A" level for 10,000 spectators, is considered a regional facility. Thus, the terms of reference should have been set at the regional level (through the regional council) to investigate other possible sites within other municipalities in the region.

The most probable sites investigated within the City of Ottawa were owned by other public sector providers (National Capital Commission, and Regional Municipality of Ottawa-Carleton), which had other proposed uses or land use agendas for these sites. The process came to a halt because the politicians of these organizations and the City could not come to terms on any of the sites. Once another appropriate site was found with no significant land use agenda, the planning process proceeded along the lines of the rational comprehensive model, albeit with some unexpected changes in the final availability of funding for the $21 million facility.

To apply this type of project within regional parameters may have resulted in similar disjointed incremental measures at either the political or administrative level until an appropriate site was found. However, the interests within other municipalities most likely would have heightened the political component of the process. This example of the baseball stadium provides a model for examining the planning process used by groups involved in the bidding and hosting of major games events, specifically in determining the required facility development for the games, and the appropriate locations for these facilities. The next section of this chapter describes and analyzes the planning process for major games events, and some of the consequential variations from the rational planning process model that Faludi identified.

Planning Process for the Development of National Sport Facilities through Sports Events

National sport facilities are developed by several providers, some of which (municipality, university, non-profit sector) have been identified earlier. Universities tend to be in the most advantageous position, given the sports competition at the varsity level, and the fact that they are training grounds for many of Canada's high performance athletes. University facilities, when tied to support services such as sport science and sport medicine, have the potential to become truly national sport facilities. Other providers are municipalities and the non-profit sector. Together, they often develop facilities that are designed to international standards, especially when the non-profit sector (e.g. sports clubs) has applied to host national single sport championship events in their respective sports.

However, another provider of potential national sport facilities is the group involved in the hosting, planning, and organization of major games events. The group is divided into two components: the bid committee; and the games organizing committee. Each component of this group proceeds under the planning process shown in Figure 6-2, but with variations. The bid committee acts primarily in a consultative role, in preparing a bid application for the host city/region where the authority for approving the bid is the games association at the national and/or international level. These games associations relinquish certain decision making roles when the bid has been awarded, and from there, the games organizing committee devises a decision making structure with the other providers to develop the sports facilities necessary for the games event.

This section is divided into three parts to recognize the differences in mandate and decision making between the bid committee and the games organizing committee. The first part is the bid selection process, from the time that a bid committee is established to the time the final selection of the host city/region is made by the appropriate games association. The second part is the transition period, anywhere from 6 months to two years (in the experience of major games events held in Canada), where several issues recur between the proposal for facilities and venues in the bid application to their actual implementation by the games organizing committee. The third part describes the planning process undertaken by the games organizing committee, focusing on the development of facilities required for the games event.

Reference will be made to games events rather than to single sport championship events because there are more examples of variations in the planning process in major games events to distinguish the type of planning model being used. However, the planning process is relatively the same for both types of events, although the games event is more complex. The overall planning process from the time the bid committee is established to the actual hosting of the games event is shown schematically in Chart 6-1. The steps in the process are generic and may be applied to any games event, although some steps may not be included for certain games events. The example provided to demonstrate the process is an "ideal" Olympic Games, partly to show the relationships among all the providers and decision makers during various steps in the process.

The chart uses a timeline with a base zero ("0"), as the benchmark time when the games association makes its final selection of the host city/region. Before base zero represents the time it takes the bid committee to prepare the bid application and to carry through the decision making procedures of the games associations in selecting the host city/region. If the bid committee loses the bid, it might repeat the bid selection process in bidding for a future games event. If the bid committee wins the bid, then the planning process proceeds after base zero, combining the transition period in the formation of the games organizing committee, and the actual planning and organization of the games event. The time period the overall planning process takes for each type of games event is shown schematically in Chart 6-2 below, using the same base zero ("0"), as the division point between the bid selection process, and the post-bid planning process.

Bid Selection Process

The planning process for the development of sports facilities (either newly developed, expanded, or upgraded) as a result of major games events starts from the time a decision is made to put together a bid committee to host the games. The bid committee is comprised of a

Chart 6-1: Bid Selection and Planning Process of Major Games Events - Olympic Games Scenario

Bid Selection Process of Host City

A	*Advertisement to potential national host cities.*
B	*Bid Committee organized.*
C	*Feasibility studies undertaken.*
D	*Approval by various agencies.*
E	*Bid documentation for national candidate host city.*
F	*Evaluation of national bid cities.*
G	*Report by Evaluation Committee.*
H	*National candidate host city selected.*
I	*Bid documentation for selection of international host city.*
J	*Evaluation of international bid cities.*
K	*Report by Evaluation Committee.*
L	*Interim decision on finalists of host cities.*
M	*Visit to finalist host cities.*
N	*Final presentation by finalist host cities.*
O	*Selection of host city.*

Post-Bid Planning Process of Games Event

P	*Signing of host contract.*
Q	*Formation of Organizing Games Committee.*
R	*Planning and organization of the Games.*
S	*Signing of contracts with major sponsors/partners.*
T	*Negotiation and ratification of television rights.*
U	*Construction and upgrading of facilities.*
V	*Pre-Games trial events.*
W	*Games*
X	*Post-Games restoration of venue sites.*
Y	*Final Report(s) and Evaluation*
Z	*Dissolution of Organizing Games Committee.*
AA	*Continued operation of Games facilities.*

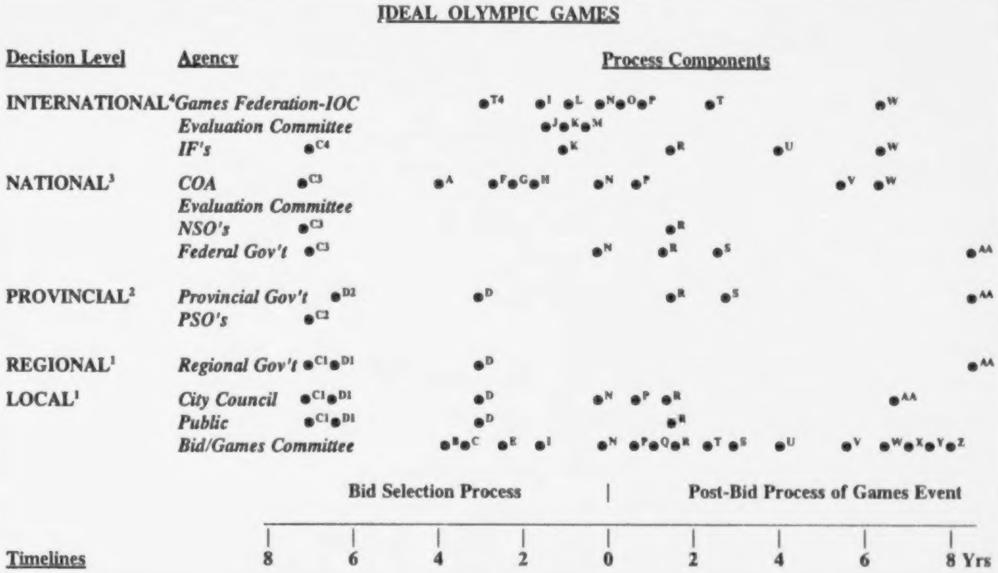
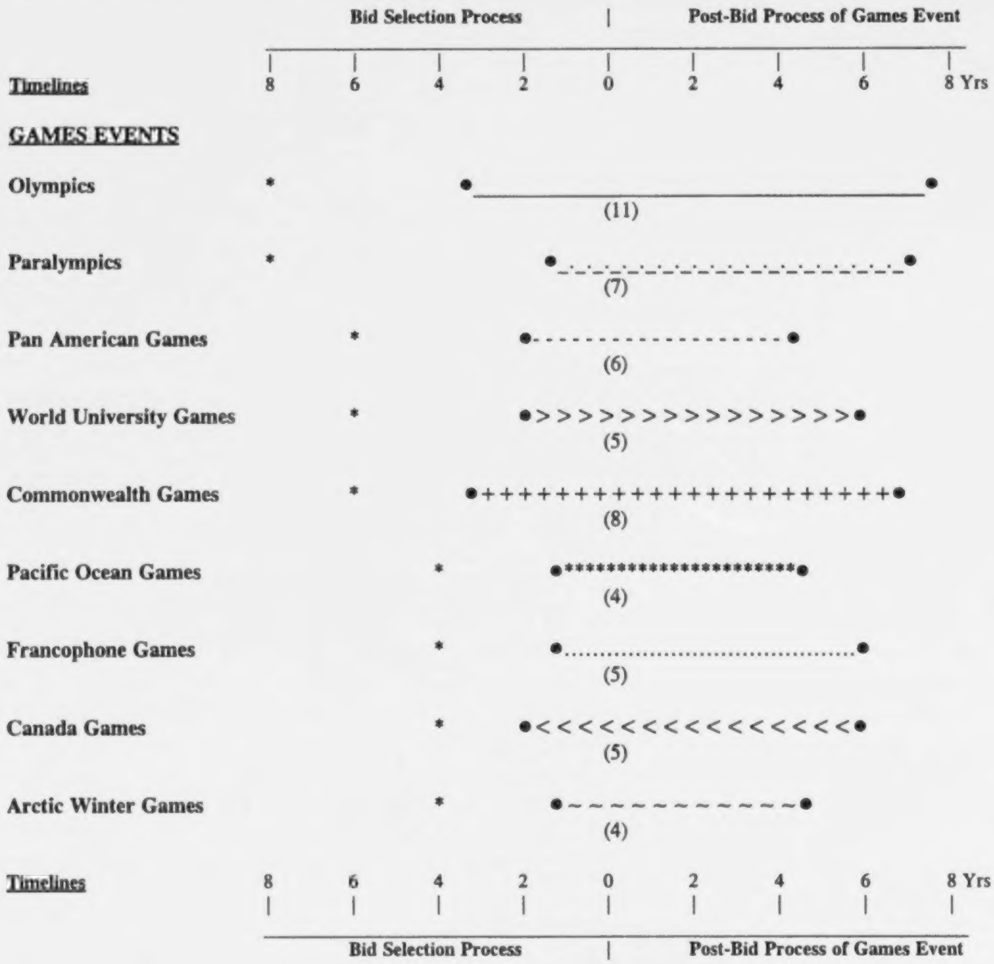


Chart 6-2: **Timeline of Decision Making Process for Major Games Events**



Notes:

( ) -	No. of years of duration from initiation to decide to host the Games to the release of the Final Report of the Games.
●___● -	Start and Finish points of the Games process.
Time "0" -	Represents final decision by the highest sanctioned games organization (usually at the international level except for national games events). Number of years before Time "0" is preparation time for the bid selection process, while after Time "0" is the preparation of the competition venues, organization, and the hosting of the Games.
*	Time/Position that a prospective host city/region should have conducted (and approved) a strategic plan or policies in hosting a major games event of a certain type.

small group of people, usually representing business, political, and sports leaders from the prospective host city/region. There are several reasons to bid to host a major games event, as noted earlier in Chapter 4. However, predominant among them is the desire to develop sports facilities which otherwise would not have been initiated, with financial assistance from private and public sector sources.

Generally, the bid selection process is straightforward with respect to the approval of the host city/region by the respective level of the games association. Each games association has its own approval procedures, some more refined than others. The Canada Games Council has bid application guidelines which are described by a consultant as follows: "In the Canada Games, the period of bid submission and selection to the hosting of the Games extends over a period of 5-6 years. Initially over a period of 6 months, the selection process take place. An invitation to the Province selected from the Rotation Policy of the Canada Games Council starts the process, and the provincial government in turn recommends to the Council up to three municipalities in the province that are interested in bidding. The municipalities submit their bids to the Council. A Site Evaluation Committee conducts a site evaluation for each of the bidding municipalities and issues a report to the Board of Directors for ratification. Once this has been approved, the Council submits the site evaluation report to the federal Minister (Canadian Heritage), and it is the Minister that makes the final approval on the host municipality. Representatives of the bid committee from the selected municipality will visit the city hosting the Games in the following year to "learn the ropes". (McLellan, Interview, 1994) The selection should be based on the best bid. However, with the host city/region being approved by the federal Minister, the federal government may have some political variables to cast into the actual selection. Among these political considerations are the economic spinoffs accrued from the Games to the host city/region, and political representation in the host city/region. For this reason, bid committees do economic impact studies not only to justify the hosting of the Games from an economic perspective, but also, and perhaps more important, to provide to potential sponsors in the public and private sectors data on the economic benefits that may accrue to their organizations in contributing funding towards the Games event.

For the other games events, particularly the Pan American Games and the Olympic Games, the Canadian Olympic Association (COA) is the approving authority for selecting the Canadian candidate city/region. The COA, being without any particular political affiliation, may base its selection on less political criteria.

Voting procedures for the COA - and at the international level (IOC and PASO) - are closed, and by secret ballot. Voting members are not accountable for their votes, and thus, it is extremely difficult to ascertain why the eligible members voted the way they did. Thus, the bid committees and games analysts (e.g. Lucas, 1993) can only presume why certain members or blocs of members voted as they did. Interviews with these members may provide a perspective on the voting patterns, but they cannot give the overall rationale behind the outcome. In Canada, bid committee members have indicated that there are definite regional lines drawn in voting patterns. For example, in the COA vote for the 1999 Pan American Games, once the last placed bid city (Sherbrooke, Québec) had been dropped from the ballot, members presumably switched their allegiance to a bid city (i.e., Toronto) in the same regional territory (i.e., along eastern and western lines). (Nye, Personal correspondence, 1995) This was emphasized by the head of the bid committee of an eastern city (Ottawa) when told by a western voting delegate of the Commonwealth Games Association of Canada that he would never vote in favour of an eastern city to host a major games event. (Durrell, Interview, 1994) Thus, when games and sports officials say the voting patterns are "political", they could be viewed as being not "rational". (Elliott, Interview, 1994)

But there are other indicators to show that the bid selection process does not follow the rational planning model. First, the COA has very little, if any, guidelines to prospective bid cities/regions beyond a "scanty" questionnaire which is representative, in part, to the "Themes" of the IOC questionnaire. The COA has no manual similar to the IOC Manual for bid committees. Second, even though the COA establishes a Site Evaluation Committee to visit the prospective host cities/regions, the Committee does not issue a formal report with its recommendations to the Board of Directors of the COA. With no such report on the evaluation of the Calgary and Québec City Olympic bids for the 2002 Winter Games, the COA's decision to select Québec City as the Canadian candidate city appeared to be based more on "political" grounds - to provide a "regional counter balance" to the expected bid by Salt Lake City, Utah, in the West, thus providing a distinguishable alternative for the IOC to consider. (Pound, Interview, 1994; Sieber, Interview, 1994)

Neither the Site Evaluation Committee in its verbal report, nor the members of the COA Board of Directors in their secret balloting are held accountable for their decisions and actions. In contrast, members of a City Council or a School Board are accountable to their clientele for the opinions and decisions they make with respect to the approval of development plans for recreation facilities. Also, there is a written record and public verbal exchange, with staff reports and their recommendations, Council Committee deliberations with its recommendations, and final consideration by City Council. Thus, there is accountability for the opinions expressed and decisions taken throughout the decision making elements of this planning process.

Another aspect that is not representative of the rational planning model is the manner in which evaluations are made of the prospective bid applications. The evaluation assessment form used by the COA for the bid applications for the Pan American Games and the Olympic

Games follows a pattern established by the international games associations for their own bid application forms and questionnaires. The COA form evaluates each of these themes on a four-point scale from unsatisfactory to excellent. However, there are no guidelines for each of the themes to determine the appropriate rating. Thus, it may be assumed that the rating will be subjective depending on the manner in which the evaluator perceives the information presented in the bid application. For example, in attempting to decipher the meaning of the sub-theme, "legacy for Canadian sports" in Theme 17 - Other Considerations (for the 1999 Pan American Games), one evaluator may interpret this as being the number of additional facilities provided for Canadian sport generally, while another may limit this interpretation to the significance of these additional facilities for high performance sport. The themes as presented by the international games associations represent such factors as: amenities of the host city/region (transportation access, commercial accommodation, climate); support (government, corporate); previous experience in sport events; operations (sports programme, Athletes Village, security, media, telecommunications, transportation); finance (marketing, expenses, revenues, viability); location (Athletes Village and distance relationship to venues); and facilities (location to Athletes Village, number of warm-up and training facilities, and number of spectators).

Games consultants who assist in the drafting of the bid applications suggest that the success of bids is related to the precise answering of the respective questionnaires of the games associations. However, the games associations have little or no accountability for the decisions they make, both in terms of the voting procedures and any failure to maintain the bid as presented as the "final plan" to host the games event. A national sport administrator aptly described the bid process in referring to the Victoria bid for the 1994 Commonwealth Games: "Bids are like campaign books, I find, political campaign books, rather than actual concrete plans, and so there tends to be a little disappointment afterwards. The most recent example is

Victoria, and the bid was incredibly impressive. And after you have got the bid, then you start dealing with reality. So the Opening Ceremonies are no longer on the stage of the Victoria Harbour, which was a great idea... There is no indoor track; a fieldhouse is not going to be built, which was in the bid.... What tends to happen is, there's a little bit of disillusionment after the bid. You worked (hard) as part of the bid, you put the bid together, you put your heart and soul into it, and then the perception is, after you have got the bid, the politicians go and (wreck) it up with something that's a pale shadow of what you have worked so hard to get, and that's a bit disillusioning sometimes for the people in the community." (Burrows, Interview, 1994)

There has been some attempt by the IOC to rationalize and streamline its selection process. First, its approach has been revised to include only one questionnaire, and not the several questionnaires individualized for each of the international sport federations. This revised format occurred for bids for the 2000 Summer Games. Second, there are 23 Themes, including Venues, Facilities, Finance, and Environment which the bid committee must address. Third, a formal Olympic Enquiry Commission was established by the IOC to visit each of the candidate cities, assess each bid according to the 23 Themes of the questionnaire, and prepare a report with its recommendations to the IOC Executive Committee. The Commission carried out this selection process for the 2000 Summer Games, but for the 2002 Winter Games enacted a pre-selection process in which the IOC used the Commission's evaluation report on the nine candidate cities to select the best four to proceed to the final vote by the IOC members. This process is more streamlined and quite effective in terms of overall costs and ease of decision making for the members of the IOC. Of course, Québec City passed this initial assessment for the 2002 Winter Games into the "final four" but lost in the final vote (June, 1995).

The IOC bid selection process serves to some extent as a model for other games associations. However, there are still a number of areas (e.g. the voting process) that require further improvement before the selection process can be considered truly rational. One of these is the feasibility study stage. Following the bid committee's initial announcement that it will bid to host the games event, feasibility studies are done to determine the requirements for the games event, primarily facilities and venues. These feasibility studies are done by consulting firms with input from the respective public and private agencies in charge of the operation and development of potential sites and facilities. The Canada Games Council has established guidelines for feasibility studies undertaken as part of its bid selection process described as follows: "A feasibility study should be considered as a safeguard to a municipality and its taxpayers who may inherit sport facilities after a Canada Games and should be presented with the bid book.... a Bid Committee may plan some capital projects. However, a study to determine the ongoing operating costs of new facilities may prove them to be too large a financial burden for the community to bear after the Games. Also, it may indicate that the facility plans are too elaborate and should be adjusted to simply meet the minimum standards as detailed by the national sport organizations. The Committee should outline, in detail, what new facilities are required and those existing ones that may be used for the Games.... The federal government requires, as a condition of any contributions for capital project, that an environmental screening be carried out by the Host Society. An initial screening can usually be undertaken at the time of the feasibility study which will often suffice. The scope and scale of the screening depends on the extent of planned infrastructure changes (buildings, facilities, etc.), their impact on the environment, and whether any identified environmental effects/impacts can readily be alleviated." (1992:10) However, certain facility proposals for major games events do not follow such guidelines. An example is provided by a recreation consultant in reference to an aquatic facility planned as part of the 1996 Toronto Olympic bid proposal. "We had done the same kind of (feasibility) study for the City of Scarborough as we did for the City of London (for their 1994 Commonwealth Games bid). It was just for a national aquatic centre. This was before there was any serious talk of the Olympics in Toronto. Our study concluded that Scarborough could actually build something in the range of $30 million that would give them: a National Training Centre; a 50-metre pool and necessary change rooms; and something that would be accessible to the public that would offset significant operating costs. We were dealing with fairly rational people, and then the talk of the Olympics happened with the proposed bid. Suddenly, the politicians were picking up their friends, other architects who had done the SkyDome, and then there was a (new) design for an $80 million Olympic Aquatic Centre that would have cost $5 million a year to operate.... This was just a proposal by the City of Scarborough. It was when I talk about this sort of feeding frenzy, you get these people saying, "We've got to have this, we've got to have that, we've got to have national, world-class facilities, etc.", all these other names attached to it. There's no real thought for: what it is they need to build in the first place; and what they are going to do with it afterwards." (McLellan, Interview, 1994) There were other facility proposals in the Toronto Olympic bid that also fall into this category: the $40 million rowing/canoeing basin at the Western Beaches; the $80 million Markham Olympic Sports Centre; and the $85 million Olympic Stadium on the CNE Grounds. All of these proposals lacked detailed analysis in terms of their feasibility and purpose after the games event.

The time given to proceed with the bid application allows little opportunity to conduct adequate public consultation for such a large venture. There are deadlines imposed by the games associations for the submission and approval of the bids. As well, most levels of government do not have formal policies or procedures to evaluate such proposals, especially where funding is being requested by the bid committee. In most cases, the process can best be termed as "ad hoc" for the bid committee. Thus, when local governments are encouraged to hold public meetings to answer queries by residents on the possible impact of hosting the games event, politicians seldom have the answers because the proposals in the bid documentation are considered preliminary and conceptual, including costs estimates. The politicians and even members of the bid committee are inexperienced in their knowledge of all the ramifications of hosting a major games event.

As a finale to the bid selection process, bid committees and their partners should be involved in strategic planning analysis. In all the Canadian bids for major games events since 1969, there has not been a strategic plan by prospective host municipalities and regional governments to develop hosting policies. These policies would range from the willingness of the municipality/region to host a particular future games event to the actual planning and construction of some required sports facilities and venues even before a formal bid application is made. The only exception may be the City of Winnipeg and the Province of Manitoba who, in conjunction with the Manitoba Sports Federation established a $15 million Tripartite Agreement (1987) to develop and upgrade facilities to host the 1990 Western Canada Summer Games, with a hidden agenda to position Winnipeg as host for a future Pan American Games event.

The City of Calgary (1988) did an evaluation of its hosting of the Winter Olympics, and City Council passed a resolution to pursue a bid to host another major hallmark event, a World's Fair or Expo. That strategic decision in 1988 has resulted in Calgary earning the vote by the Government of Canada to be the Canadian candidate city to host Expo 2005, a decision to be made by the Bureau International des Expositions (BIE) in 1997. Despite this, the bid committee, Canada 2005 Exposition Corporation, has not developed any strategic plans in terms of the types of facilities required for the exposition, outside of designating the site east of the downtown area between Fort Calgary and the Calgary Exhibition and Stampede Grounds. The City of Montreal did much the same type of strategic analysis in designating Maisonneuve Park in East Montreal as the site for a major games event, such as the Olympics. This major site was in its bids for the 1956 and 1972 Olympic Games. Now Montreal Olympic Park, the actual extravagant plans that led to the building of the 1976 Olympic Stadium and other Olympic facilities were not part of this strategic policy.

Regardless of which agency at what level does the strategic planning, there is an assumption that the group which represents the prospective bid committee will liaise with other providers in planning the necessary sports facilities required in hosting a major games event. Thus, Figure 6-4 has been expanded to include the bid committee as an additional provider in the planning process, shown in Figure 6-5 below. The bid committee most likely would not be involved in the budgeting and construction steps of the process, but it would be a major stakeholder in determining the facility needs and the means of implementing the identified facilities, with input from the other providers.

Most bid committees are established for the sole purpose to win the bid for the games events. If the bid is lost, the bid committee is dissolved. Chart 6-1 shows that there is an extremely tight schedule in the bid selection process, starting with the bid committee being established (B) after responding to an advertisement by the games association (A). Generally, this leaves only a period of 2-4 years, depending on the games event. The period for the bid submission prior to approval by the national games association does not allow for sufficient public consultation, and feasibility studies tend to be very preliminary. After the national games association has made its selection of the Canadian candidate city/region (H), further studies are done and cost estimates are evaluated and revised. It is at this stage that public consultation will be requested before the bid application goes to the international games

Figure 6-5: **Strategic Planning Model for the Bid/Organizing Committee and Other Providers of Sport Facility Development for Major Games Events**

Planning Phase

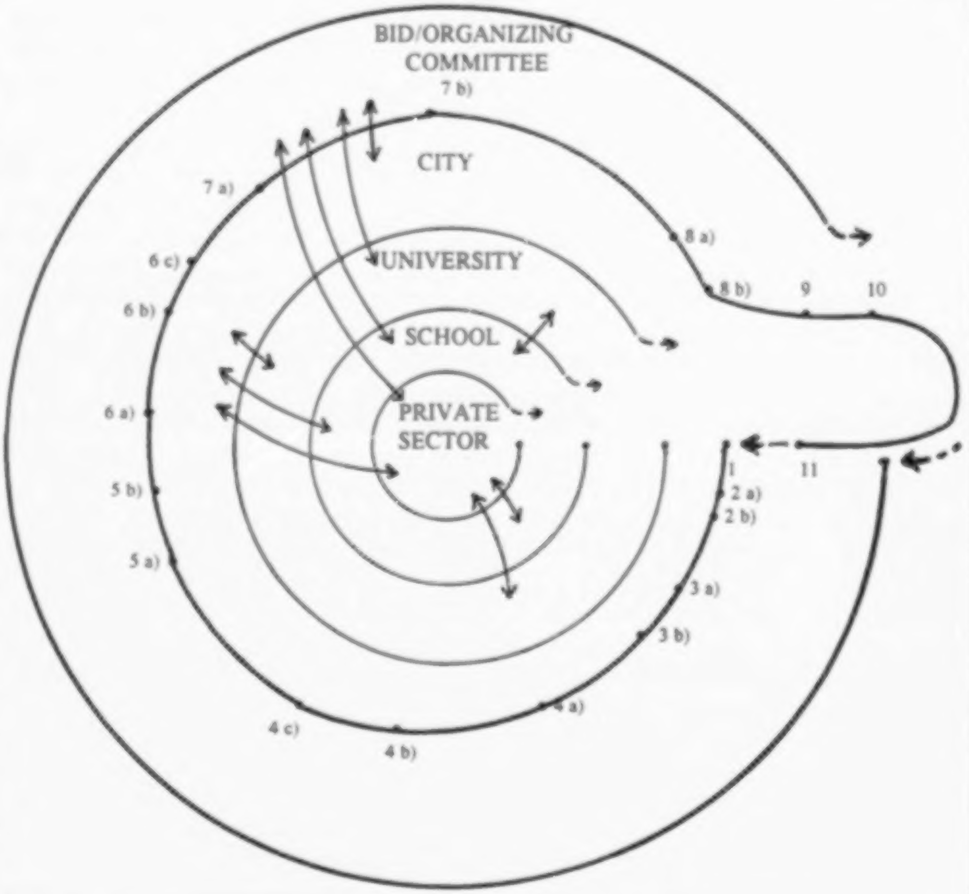
1 Mandate
2 a) Goals
2 b) Objectives
3 a) Inventory of Site Characteristics
3 b) Inventory of Needs (Public Meeting)
4 a) Preparation of the Facility Program
4 b) Consensus of the Facility Program (Public Meeting)
4 c) Final Facility Program
6 a) Preparation of Alternative Plan Concepts
6 b) Consensus of Best Alternative Plan (Public Meeting)
6 c) Final Plan

Decision Phase

5 a) Consideration by Approving Authority (Public Input)
5 b) Approval of Facility Program by Approving Authority
7 a) Consideration by Approving Authority (Public Input)
7 b) Approval of Plan by Approving Authority
8 a) Budget Approval
8 b) Possible Adjustment of Facility Program and Plan

Implementation Phase

9 Construction
10 Programming
11 Evaluation


BID/ORGANIZING COMMITTEE
CITY
UNIVERSITY
SCHOOL
PRIVATE SECTOR
1
2 a)
2 b)
3 a)
3 b)
4 a)
4 b)
4 c)
5 a)
5 b)
6 a)
6 b)
6 c)
7 a)
7 b)
8 a)
8 b)
9
10
11

association.

In order to alleviate the pressures imposed by the limited time to do these studies and obtain the necessary approvals, it is advisable that prospective host cities for major games events develop strategic plans and policies well in advance of the games associations requesting bids to host the games. Thus, Chart 6-1 shows, in part, an ideal process which includes the strategic planning element. The steps (C1 to C4, D1 to D2) represent strategic planning at different levels, from the local/regional to the international. Further, in Chart 6-2, the point of strategic planning is shown for each of the timelines of the major games events. It would be prudent for senior levels of government to do strategic planning as well, since their substantial financial contribution to the games events, particularly for capital projects, is usually over and above their normal contributions under current grant programs. Thus, it might be in the best interests of provincial governments to require municipal and regional governments to prepare and approve strategic plans that would outline: (1) existing facilities to be used; (2) facilities to be built or upgraded to meet the "recreation and sports fit" of the city; (3) facilities to be built or upgraded, but which constitute a situation beyond the "recreation and sports fit" of the city; and (4) financial plan for generating funding for both capital development and operations for the games event.

One result of such strategic planning is the possible determination of the location of sports facilities that are beyond the needs of the host city, and should be in another city where the facilities would meet the "recreation and sports fit" of that city. Thus, the overall location of facilities may represent a "dispersed" location model compared to the "compact" location model so often desired by the games associations. In some respects, the Toronto Ontario Olympic Committee (TOOC) took this approach, although perhaps more for "political" reasons, since the Bid Committee represented Toronto and souther Ontario municipalities, and the proposed venues in the 1996 Toronto Olympic bid proposal were dispersed among these municipalities in Southern Ontario.

The strategic planning process allows provincial governments (D2) to become more involved in planning rather than simply being financial partners. Since provincial governments have an interest in assisting municipalities in the development of recreation and sports facilities through direct grants, strategic planning allows for more rational planning in the long term.

At the national level, the games association could do advance planning to determine the most appropriate host cities for certain games events. Strategic policies could be established on the timing of the events, the setting of objectives in enhancing the national high performance program through games events, and the identification of sports facilities needed to be built for the high performance program. In this regard, the COA should encourage more bid and games organizing committee organizations to be members of the COA (under its "G" non-voting status) to take advantage of the experience and enthusiasm in bidding for and hosting major games events. At present, CODA is such a member.

At the international level (D4), the international sport federations (IFs) could do strategic planning to determine the extent of sports facilities and the appropriate locations for international events, such as for the annual World Cup circuit. This would enable the international sport federations to review bid applications from prospective host cities within this framework. To a certain degree, the strategic planning process would examine the life cycles of such facilities.

The above observations on certain components of the bid selection process show that there is limited rational planning on the part of the bid committee and by the games associations. Although there has been some attempt by the IOC to rationalize the process, it is a very limited form of rational planning. Certainly, the lack of extensive feasibility studies, public involvement, and official commitment from prospective partners adds to the continuation of the disjointed incremental planning model, whether the bid is successful or not.

Transition Period

After the final selection of the candidate city/region has been made by the respective games association, the bid committee is dismantled, and a new organization, the games organizing committee is established. This group is essentially the management committee in charge of the planning and organization of the games event, including the development of required sports facilities and venues. It may take as little as six months in the case of the 1988 Olympics to two years in the case of the 1976 Olympics to establish a formal organizing committee for the event. There is definitely a lag from the time the bid is awarded to the time the organizing committee is fully operational. Unfortunately, there are many tasks (e.g. establishing a management team with new personnel) that must be addressed immediately after the awarding of the bid. Thus, to alleviate this situation, the bid committee should select a contingent organizing committee prior to the bid selection, with the organizing committee starting the day after the bid has been awarded. It is important to have some key personnel from the bid committee on the organizing committee to provide the continuity, and in fact, this has happened in several cases. In Calgary, this was especially noticeable. The Bid Committee was headed by members of the Calgary Booster Club and CODA, and several continued onto the organizing committee, OCO '88, as members of the Executive Committee and the Board of Directors. The benefit of this transition was that the key members of both committees were sports-minded individuals with a common purpose, and they wanted to ensure there was continuity in their philosophy for the Winter Olympics.

The games organizing committee is a newly created organization for the sole purpose of organizing the event. Personnel are hired initially with little or no experience in working together in a completely new environment. Thus, it must be expected there will be personnel changes over the organization period of the games.

The organization by COJO for the 1976 Montreal Olympics started very late after the bid selection (May 12, 1970), partly because of the centralization of the decision making process under the City of Montreal headed by Mayor Jean Drapeau. The Board of Directors was established on March 20, 1971, but COJO did not come into existence officially until September 20, 1972, and it did not have an operational Master Plan with a budget until November, 1972, two and a half years after the bid selection. By the time (October 6, 1973) it had established a timeline for the 4,000 related operations of organizing for the Olympic Games, "COJO would be ready for the Games **24 weeks after the official opening**." (COJO, 1976:I-36) The grandiose plans of Olympic Park by the foreign architect, Roger Taillibert, were unveiled April 6, 1972, almost two years after the IOC bid selection, but the cost estimates were still preliminary, and little information was provided. Certainly the long time lag in setting up the organization for the Games led to the ensuing financial crisis for the Montreal Olympics.

The Calgary Olympics represented a smoother transition in terms of management and organization. The experience of members of the Calgary Booster Club and the long time tradition and experience of the Calgary Olympic Development Association allowed individuals to tackle the demands of the host organizing committee after the bid selection. However, the Calgary Olympic experience demonstrated another flaw in the planning process from the bid selection to the transition period, namely the assurance that the sports facility sites in the bid application would be developed according to the proposal. The Calgary Olympics is the classic case where none of the Olympic venues proposed in the bid application were developed on the sites originally proposed. The most significant changes were: Mount Allan (Mount Nakiska) over the original proposed ski alpine sites at Mount Sparrowhawk and Tent Ridge; Canada Olympic Park on the western outskirts of Calgary for the ski jumping, bobsleigh/luge over the original Bragg Creek area; and Canmore for the nordic ski events over the Bragg Creek area; and the indoor Olympic Oval at the University of Calgary over the outdoor oval at the Stampede Grounds. The changes in venues necessitated repetition of the feasibility study step of the process, and also accelerated the need for environmental studies, incurring increased capital costs to the project. One Olympic site, the Olympic Saddledome, had not changed. However, to all intents and purposes, this site was approved regardless of Calgary's staging the Olympics. The City of Calgary already had a contractual agreement with the NHL Atlanta Flames franchise to move to Calgary before the city had been selected by the IOC as the Olympic host, contingent upon the building of a new arena.

At this time, the IOC did not have guidelines with respect to changing venues. In fact, there was no stipulation that the organizing committee had to abide by the bid committee's plans in the bid selection process. Thus, Peat Marwick (1989) in its review of TOOC's 1996 Toronto Olympic bid proposal recommended that the bid committee has letters of intent or agreements with all the landowners and/or facility owners of the venues and facilities being proposed for the games event regarding the consequential upgrade and use of their lands and facilities for the event. This would allow a smooth transition for the organizing committee to proceed with immediate detailed plans for the facilities. This was, in fact, done (at least in part) for the Québec City 2002 Olympic Games: under Theme 23 - Guarantees, the bid committee indicated that all venues had the concurrence of all facility and land owners, with the exception of the City of Ste-Foy, which under Mayor Andreé Boucher, had not supported the Olympic bid.

The lack of such firm agreements proved to be an embarrassment for the games officials and the host society for the 1994 Victoria Commonwealth Games. The Board of Governors of the University of Victoria had not even passed formal resolutions that the University would partake in the Games, and more important, would provide the site for a new 50-metre swimming pool, a quad gymnasium, and an enhanced stadium/track and field. In fact, even though the University had a quasi-Master Plan, it did not include such facilities. Planned improvements and expansion to the Faculty of Physical Education were minor, such as additional instructional and laboratory space. Even though the President of the University of Victoria was in favour of the bid proposal, he had not sought the official approval of the Board of Governors. When there was a change in the university administration, the new President did not have the same approach as the outgoing president, and, through the Board of Governors, altered the extent of facility proposals contained in the bid. The Host Society was then in the position of having to scramble to find other locations in the Victoria Region for facilities such as the swimming pool that originally had being slated for the university grounds. Not only were proposals for the Opening Ceremonies changed, but the apparent enthusiastic (and financial) support from participating municipalities was later withdrawn by some newly elected Councils. As noted earlier in Chapter 4, Dent (1994) said that the CGAC had not assured itself that there was the support from the various municipal councils - it just presumed it was there. In contrast, in the 1996 Toronto Olympic bid proposal, the TOOC Bid Committee set up the regional government form of decision making to ensure that all municipalities in the region partaking in the Olympic bid in one form or another agreed to the proposals in the bid and to their financial commitment. Similarly, the unsuccessful bid by Ottawa for the 1994 Commonwealth Games was coordinated through the regional government.

But, even in the planning of the upcoming Pan American Games in Winnipeg in 1999, after receiving PASO's approval, the Organizing Committee already has changed the location of competition venues at 19 sites from its international bid (Appendix 3 (j)). The Bid Committee saw its "facility package" as being preliminary. (Sterdan, Personal communication, 1996)

Thus, for the last three major games events to be held in Canada (1988, 1994, 1999), there has yet to be a fixed "facility package". Therefore, the questions to be raised are: (1) Can a fixed "facility package" be established during the bid selection stage with the agreements and guarantees from the landowners, facility owners and facility operators that the facilities would be maintained as permanent sites for the hosting of the games event?; and (2) If the "facility package" in the bid selection stage is considered "preliminary" (as currently practised), can a process be devised which, after the bid selection, will establish the final "facility package" for the games event, yet allow for appropriate steps like public consultation in the planning process?

A Games Inquiry Commission should be established to ensure this type of planning process occurs. The Commission would have representation at all levels (local to international) to ensure all interests are met. However, the games association must ensure enough time is allowed for the process to proceed in a rational manner without the pressures to make "political" decisions to meet specific deadlines.

One other concern in the transition period is the ability of the games organizing committee to have sufficient financial resources to carry out its duties and planning. Most organizing committees are short of cash, because the bid committees in their financing of the bid selection process do not allow for any contingency funds to flow to the organizing committee if the bid is successful. Also, no negotiations have taken place with prospective partners and sponsors in financing the games event. The federal government provided an initial $5 million to OCO '88 following the bid selection. A novel solution was implemented by the organizing committee for the 1984 Los Angeles Olympics Games (LACOC) whereby the interested television networks deposited a downpayment on their respective bids for the television rights. LACOC was able to use the interest drawn from this trust, until such time as the final bidding and negotiations had been completed (about 2 years later).

Recently, the IOC has negotiated television rights with NBC and EBC (European Broadcasting Corporation) even **before** the actual bid selection process has started for the 2004 Olympic Games. Thus, the organizing committee should be able to draw upon the IOC's financial coffers to allow for sufficient cash flow in the initial stages of its organization, as part of its share of the television rights (about 50%). However, other international games associations do not have the same procedures with respect to television rights revenues, or the financial resources to provide interim financing to organizing committees.

Post-Bid Process for the Games Event

The planning process after the host city has been selected is much the same as the process shown in Figure 6-2. Although the bid committee has laid out plans for the venues and facilities, most of which have had feasibility studies, in the transition period, the process is often repeated from the beginning. First, the mandate is clear: "We are hosting the Games, and we must be ready for them"; a common statement after the bid has been earned. The real and detailed planning begins. However, some steps in this planning process, such as the "inventory of site characteristics" (which includes the site selection where alternatives are considered), "inventory of needs", "consensus of facility program", and "preparation of alternative plan concepts", must be analyzed further in the context of the post-bid planning process and the rational comprehensive planning model. The dominant flaws in each of these steps are related to: (1) the lack of opportunities for public consultation; (2) the limited timelines for the planning and development process; and (3) decision making by committee rather than by elected councils.

Perhaps the 1988 Calgary Olympics offer the best example of this apparent withdrawal from a rational planning process. The decision making process for approval of development plans of facilities for the Games was done through the organizing committee, OCO '88. However, the actual preparation of the plans, budgeting, tendering of construction contracts, and construction was divided among the principal facility and land owners. There was also the interest of other partners who had, within their organizations, their own planning and development personnel and systems. Public Works Canada was the authority for Canada Olympic Park, the main federal government Olympic project; the Alberta provincial government took control of the Olympic projects at the crown-owned lands at Mount Allan (Mount Nakiska) and Canmore; the University of Calgary had several projects under its control, including the Olympic Oval, new student residences used for the Athletes Village, and a number of related and accelerated university projects including the expansion of the Faculty of Physical Education; and the City of Calgary had several projects, including upgrading of existing arenas, the downtown development of Olympic Plaza, transportation upgrades, and beautification projects. Certainly plans of the latter projects by the City of Calgary would have been presented and approved through the rational planning process in Figure 6-2 with public consultation, but the Olympic projects by the other partners would have had limited outside public consultation.

The choice of Mount Allan for the alpine ski events after the bid selection, the ensuing feasibility and environmental studies, and the provincial government decision to underwrite the capital costs of this new alpine ski area is a classic example of the disjointed incremental planning model.

Another change in venue after the bid selection occurred for the location of ski jumps from Bragg Creek to Canada Olympic Park. It did not allow time for adequate environmental studies and assessment by the ski jumping community. When the jump facilities were tested at a jump meet in November, 1986, the Executive Director of Ski Jumping Canada raised concerns about the winds at the site. Any meaningful amelioration to correct the situation before the Olympics could not be done. The postponement of the Olympic ski jump events until the final day of the Olympic schedule left a worrisome memory with international ski jumping officials, to the extent that there have been no international ski jump events (including World Cup events) at Canada Olympic Park since the 1988 Olympics.

An objective with most organizing committees is to develop the sports facilities as a post-games legacy for high performance sport. National sports officials, however, also view the enhanced facilities as a pre-games training vehicle to prepare national elite athletes for the games event. Unfortunately, more often than not, the facilities are not ready in time for effective training of high performance athletes. Thus, training must be done at other facilities in the country or in other countries. But these other facilities are not necessarily the same, because facility standards set by international sport federations have changed since these other facilities may have been built. Nonetheless, certain adjustments can be made to facilities elsewhere in the country to correspond to the new facilities for the games event. For example, the City of Montreal spent $300,000 to install diving springboards at the Claude Robillard Centre similar to those being installed at the diving venue for the 1984 Los Angeles Olympic Games to allow Sylvie Bernier to train at home. (Robin, Interview, 1994) These enhanced facilities enabled Bernier to earn one gold medal at the Games. It is now a requirement of games associations to ensure that games organizing committees have the facilities built and ready for use at least one year before the games event to allow for international trials or pre-games events to test the adequacy of the facilities with the athletes and technical delegates, and just as important, to allow the respective sport committees to gain experience in hosting a major sports event and to rectify any organizational glitches. This requirement has evolved from games event to games event where certain facilities were not ready. Montreal experienced this dilemma with the Olympic Velodrome, and a make-shift track had to be installed at the Université de Montréal in six weeks to accommodate the 1994 World Cycling Championships. The hosting of an international weightlifting event in Victoria in 1993 at the Royal Theatre indicated that the structure of the sub-basement floor was not sufficient to withstand the dropping of the weights on the upper stage floor, and thus, these deficiencies were corrected before the 1994 Commonwealth Games.

The additional facility requirements demanded by the international sport federations and the host broadcaster during the post-bid process add to the capital costs not otherwise accounted for in the feasibility studies done during the bid selection process. (Kadatz, Interview, 1994) Although such demands (e.g. permanent scoreboards and media press installations at the venues) may increase the operating costs of the facilities, these installations allow the facilities to become national sport facilities for high performance sport. However, the building of these facilities may not correspond precisely to the needs of the respective national sport organizations in identifying their requirements for the number and location of high performance centres. For example, the 50-metre pool at Saanich Commonwealth Place is not a requirement for Swimming/Natation Canada's high performance program.

Even though bid committees emphasize the legacy of the proposed facilities, the ability to designate the facilities as national or regional high performance centres has not occurred until after the games events has been held. In the case of the Calgary Olympics, it was 1994;

for Victoria Commonwealth Games, it was one year later in 1995. The 1999 Pan American Games in Winnipeg may be a test case as to whether or not the planned PASO Training Centre (to be named Manitoba Athlete/Coach Multisport Service Centre) at the University of Manitoba will be in place by the time the Games are held.

Summary

This chapter has addressed Proposition #4 by examining the planning processes in the development of recreation and sports facilities among various providers in both the public and private sectors. These planning processes fall into two opposing models: rational comprehensive and disjointed incremental. The rational comprehensive model has been presented as a local planning process in the development of recreation facilities with the municipal council as the approving authority. Paramount to the success of the implementation of this model are opportunities for public consultation and the consideration of alternatives. Also, it has been concluded that other local providers follow much the same process.

However, it was shown that providers do not consult with each other on their plans, and thus, there is often some duplication of facilities available to the local population. There is a need for providers to carry out strategic planning not only to respond to the plans of other providers, but also to do joint strategic planning. This action is particularly significant for the municipality and the school board, and more strategic planning should be done between the municipality and university and community college institutions in terms of facility development and access to the local population and high performance athletes.

Although there are some imperfections to the rational comprehensive model in the development of local sports facilities, it has been demonstrated that the planning process used by prospective host cities/regions bidding to host major games events follows the disjointed incremental planning model. Normally, the timelines in the bid selection process do not allow for adequate feasibility studies to be undertaken with public consultation. The members of the approving games association who select the host city are not accountable for their actions given that the voting procedures are by secret ballot. The games associations do not approve the plans for facility development presented in the bid application, but assume they will be implemented. Thus, more often than not, the plans are changed, particularly with respect to the location of the competition venues.

Therefore, the analysis concludes that the development of national sport facilities does not follow a rational planning process through major games events, and, at least, past and current practise would demonstrate that Proposition #4 would not be supported. However, for the Proposition to be supported, that is, for facility development through the games event process to become rational, a number of steps have to be initiated. First, the bid application must be supported by strategic plans prepared and to a degree implemented by the bid committee in conjunction with other providers in advance of the bid advertisement by the games associations. This would enable bid cities/regions to deal with facility development and financing issues, and identify facility projects which could be undertaken within the "recreation and sports fit" of the city/region to position it better for the bid selection. Second, the games association must approve the plans and the budget (with or without modifications) as presented in the bid application by the successful candidate city/region. Third, a quasi-judicial games inquiry commission must be established to monitor the approved plans and budget by the games association. This commission would have the authority to approve all subsequent and detailed development plans and budgets related to the games event in accordance with the approval of the initial bid application plans and budget. Representation on the games approval agency would range from local to international officials in a number of areas including sports. The implementation of these steps will require significant rethinking and revision of current planning processes of many agencies, particularly games associations at both the national and international level.

Chapter 7

CONCLUSION

This chapter presents the main highlights of the thesis, starting with the propositions stated in the introductory chapter. Each of the four propositions has been discussed by reference to supporting data from a number of case studies by a respective sport, agency, facility, or location. Because of the broad and "national" scope of the thesis, several facility mini-studies have been undertaken to address the issues of national sport facility development, its benefits for the enhancement of high performance sport, and its ramifications for facility owners and operators.

The thesis has been a historical assessment of national sport facility development primarily in the context of hosting major sports events. Chapters 3 and 4 have examined the extent of these events, and the benefits and expected legacies. In addition, Chapter 5 has described the evolution of policy development, primarily at the federal ("national") level, that has shaped the hosting of these events and the resultant benefits for national sport facility development and for high performance sport. Chapter 6, although an historical assessment of the planning process of facility development, presents some theoretical insights into what can and should be done to ensure that national sport facility development has a beneficial impact on the municipalities and regions in which they are located.

Findings of Propositions

Normally, a concluding chapter would not only highlight the main insights from the data and the principal findings, but would also make recommendations about what has to be done and who should do it for any of the identified issues and concerns. However, the thesis is principally an evaluation of expectations evolving during the planning process for major games events where several of these issues and concerns have been raised. In fact, although many suggestions have been presented in the text, the intent of this chapter is not to provide a blueprint for future national sport facility development. There are, however, some interesting implications of the analysis that are worthy of discussion.

An overview in Chapter 3 of sports events available to the athlete concluded that the athlete has a range of major games and single sport championship events in which to compete towards the principal goal to reach the pinnacle of all events - the Olympic Games. All other games events have evolved from the Olympic spirit and movement. Yet each sport has its individual world championships and prestige events which have more prominence than some of the regional or continental games events. The impact of hosting major games events is far greater than the impact of hosting significant single sport events. It would appear that competition in single sport events is sufficient for athletes to reach their goals of competing in the Olympic Games. Also, some major games events, because of the small size of the sports programme, can be accommodated within the facility provisions of any major Canadian municipality. Yet the premise for hosting these events is based on the development of a particular type of facility or on the overall facility legacy. When perceived beyond a local level, the need for such facilities is reduced, at least for high performance sport at the national level. There should be a responsible assessment of major games events to the degree that they still have a place in the global sports system of competition. But, in addressing Proposition #1 on the ad hoc evolution and impact variance in facility development for high performance sport through the hosting of sports events, the analysis has been supportive with the possible exception of the Canada Games and the Arctic Winter Games which rotate regularly between hosting provinces and communities.

The legacy of facility development from the hosting of sports events was analyzed in Chapter 4 in respect of the benefits for the athlete, and for the growth of sport development. Proposition #2 specified that the development of national sport facilities was made possible because of these expected benefits which have not been borne by subsequent information on post-event use. But the analysis of post-event use of these facilities has neither supported or negated the Proposition. It is somewhat mixed depending on the type of facility and its location. Several mini-studies were done, by collecting user data and operating expenses for the facilities, to determine their impact. Empirical data in one mini-study concluded that the presumed economic spinoffs in hosting a major games event were not evident. Another mini-study showed a wide range of recovery rates for facilities used by both high performance athletes and the general public. The availability of facilities for high performance sport was determined, in part, by the provisions made in agreements by the responsible agencies in the planning during the games events. However, agreements generally fall short in providing the necessary financing to offset the additional costs of operating, maintenance, and subsidization of the high performance programs in these facilities.

However, there is considerable evidence, especially from the past two major games events (Calgary and Victoria), to support the contrary but more positive outcome of facility development, where national sport facilities have been developed with agreements and endowment funds in place. These facilities are having significant athlete benefits, to the extent that the facility, as designed and used by athletes, is a major factor in the athlete's performance in competition. It is indeed important that these facilities are used as models or benchmarks for any future development of national sport facilities, either in the same sport or others.

Some sports have reached a facility threshold in Canada in meeting national high performance objectives. Thus, the facility legacy for those identified sports will be redundant for hosting events elsewhere in the country where new facility development is preferred by the sanctioned sports association. Such a conclusion precipitates the consideration of the option to disperse the event to use existing international standard facilities regardless of the distance from the host city. This was not discussed in the thesis, but it does indicate that games associations and sport organizations need to address it if they expect to presume that the facility legacy will benefit high performance sport.

For national sport facility development to be of any benefit to athletes, it has to be supported by policy: that is, there must be a willingness of sport agencies, including those in government and the private sector, not only to recognize the need, but also to finance the development and operation. Obviously, national sport facility development exceeds the needs (both economic and use) of the local community, since the facilities are designed to international standards, and the operating expenses are greater than lower level facilities of the same type. However, even though endowment funds for this purpose have been created in the past two major games events held in Canada, the federal hosting policy as discussed in Chapter 5 has not addressed this issue. It is a major oversight especially in view of the continued interest in and commitment to national sport on the part of the federal government. Also, it is recognized that most likely Canada will be hosting more international single sport championship events which, in essence, are less costly to organize, and which, for the public sector, especially the federal government, require fewer financial commitments, either direct or indirect. However, the hosting policy negates the financial contribution for capital projects for single sport events, and thus, the evident opportunities to develop or enhance potential national sport facilities in appropriate locations throughout Canada for the benefit of high performance sport is lost. It is concluded that the federal government is waiving its responsibility, as custodian of the national high performance program, of any involvement with national sport facility development, at least through single sport events.

There is no single agency in control of coordinating the appropriate timing and location of games events, at least for the benefit of high performance sport. This is attributed, in part, to the manner in which bids to host events are originated. The bids may arise from a municipality, a sports club, a sport organization, or an approving sports agency that sanctions the event. The process is indeed ad hoc, and unpredictable. It is further acerbated because very few of these sport agencies do any strategic planning to integrate their policies with those of other agencies.

Only the Canada Games Council has a rational process that allocates the Games on provincial grounds. However, it falters when the bids still originate from the municipal level. Although the facility legacy has been considerable to the host communities, it has not contributed significantly to the national high performance program, as most host communities are small and somewhat isolated from ideal locations for national high performance centres.

Thus, while the analysis supports Proposition #3 in terms of the tight link between current policies for national sport facility development and the hosting of sports events particularly with the policy concept and implementation of multisport centres, it does not support the Proposition since the majority of high performance centres are located at university institutions, a process of the normal facility development for intercollegiate competition. In fact, most international standard facilities are located at these institutions, but they are not designed for major games events for spectators. However, whether universities are ideal training environments for high performance athletes is questionable, given concerns about facility access, and the ability of available sport science and sport medicine to be applied for the athlete's benefit. In light of the policy initiative and implementation of multisport centres, an evaluation of athletic performance by type of centre may be appropriate to determine the ideal type of training centre in or outside the Canadian context of current facility development.

The policy initiatives for high performance centres generally have evolved in a logical pattern as the creation of national multisport high performance centres has followed the initial policy initiative by the federal government to facilitiate single sport high performance centres. However, federal funding for high performance centres has shifted to sports on the Olympic programme, in part, to reflect current federal policy on core sports. With the apparent advantages of multisport centres to enhance athlete performance, the recognition and inclusion of non-Olympic sports into the centres would enhance the overall national sports program. Otherwise, non-Olympic sports are forced to manoeuvre through regional and continental games events to gain recognition in the Olympic programme. Not only is the Olympic sports programme becoming larger, but so are the programmes for other games events. The thesis addresses the potential impact of these increases on the ability of municipalities to provide the necessary facilities to host events.

The fruitfulness of policies both in hosting major games events and the creation of multisport high performance centres will be tested shortly, as several events on the games programme are upcoming, and several Canadian municipalities no doubt will be interested in bidding to host the events. These games possibilities for Canada are outlined in Appendix 7 (b) with the potential approvals and timelines. Of course, these possibilities will likely change as the course of events and decisions take place in the complexity of the bid process.

Chapter 6 addresses the bid process by comparing it to the planning and development process for recreation and sports facilities among various providers in Canadian municipalities. Both fall into opposing theoretical planning models. The bid and subsequent games process represents the disjointed incremental model, while the municipal planning process portrays the rational comprehensive model. Concerns about the bid process are the lack of public consultation and the impact of facility proposals to accommodate international facility standards and spectator requirements of the sanctioned sports agency, most of which are beyond the needs of the resident population. These two areas of the planning process (i.e., feasibility studies, public consultation) reflect the writer's twenty years planning experience with a bias shown towards support for the implementation of the rational comprehensive planning model.

Although past and current practise of the development process of national sport facilities do not support Proposition #4 in terms of the rational comprehensive model utilized in the development of local recreation and sport facilities, strategic planning would be the first step and must occur among all levels, from local to international, whether the facility proposal is part of a university's Master Plan, for example, or part of a future bidding process for a major games event. This would enable bid cities/regions to deal with facility development and financing issues, and identify facility projects which could be undertaken within the "recreation and sports fit" of the city/region to position it better for the bid selection. Perhaps in Canada, provincial governments are best suited to monitor strategic planning in municipalities capable of hosting major sports events, since they already have grant programs to assist municipalities in their recreation and sport facility development.

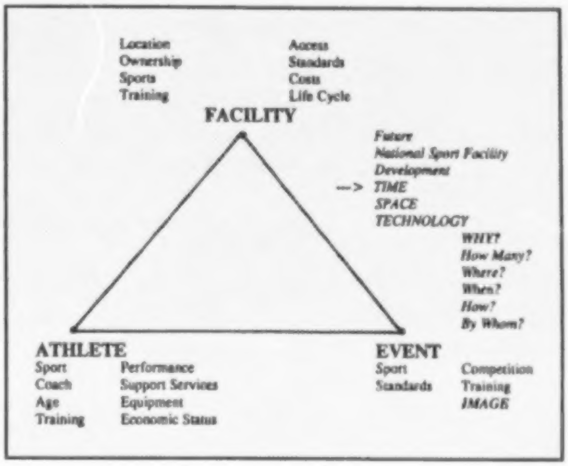
Although games associations are not accountable for their actions given their secret voting procedures, they should take greater responsibility in approving and monitoring the plans and budgets presented in the bid application. An official quasi-judicial games inquiry commission should be established to undertake this responsibility by reviewing and approving all subsequent and detailed development plans and budgets related to the games event in accordance with the approval of the initial bid application plans and budget. Representation on this commission would range from local to international officials in a number of areas including sports. This type of planning approval structure would offset the many changes in facility locations and development that have plagued previous hosting of major games events.

Athlete/Event/Facility Interface

The athlete/event/facility interface was used as the means to measure the benefits to the athlete and the benefits of national sport facility development through major sports events. The thesis has effectively demonstrated the strong relationship between the ATHLETE and the FACILITY in terms of the training requirements for international standard "field of play" facilities. These requirements are not necessarily the same for the EVENT where not only is the "field of competition" designed to international standards, but also the facility requires spectator accommodation. Also, the spinoffs of facility development at the EVENT do not necessarily relate to post-event use for the ATHLETE. This discussion demonstrates how the interface between these three variables has proved useful in addressing the various issues surrounding national sport facility development.

As noted in the introductory chapter, the thesis was to expand on this interface by including the continuum of these variables. For the ATHLETE, the continuum from high performance to the developing athlete has been addressed although more emphasis has, of course, been placed on national carded athletes. But the detailed discussion on the accrued benefits of the Canada Games events in Chapter 4 has extended the continuum to the developing athlete in Canada. The continuum of the EVENT, from the international to provincial/regional level, has focused specifically on almost all national and international games events, with more generic reference to single sport championships events also at the national and international level. Provincial/regional events have been excluded from the discussion with the exception of the regional games hosted in Manitoba as noted in Chapter 5. The discussion on the FACILITY continuum, although focused on major sports facilities, has extended to the local recreational level in describing the facility development process in Chapter 6.

There were indeed several sub-variables in the interface model as shown in Figure 1-1, and represented again here opposite. However, one more sub-variable, "**Image**", has been added to the EVENT because of its significance to the bid process in hosting sports events and subsequently in developing national sport facilities. Also, in terms of "future national sport development", the question "**Why?**" has been added as the first question that must be asked in determining whether there is a need for such facilities for high performance sport.


Location
Ownership
Sports
Training
Access
Standards
Costs
Life Cycle
FACILITY
Future
National Sport Facility
Development
--> TIME
SPACE
TECHNOLOGY
WHY?
How Many?
Where?
When?
How?
By Whom?
ATHLETE
Sport
Coach
Age
Training
Performance
Support Services
Equipment
Economic Status
EVENT
Sport
Standards
Competition
Training
IMAGE

The manner in which the relationship between these sub-variables was addressed in the thesis is shown in Appendix 7 (a) through three series of two dimensional matrices of sub-variables for each of the main variables - ATHLETE, EVENT, and FACILITY. Within each relationship is shown the degree of consideration and resolution that has been accomplished in the thesis. There are five possible scenarios for each relationship:

1) Relationship addressed, well defined, and resolved;
2) Relationship addressed, well defined, but not resolved.
3) Relationship addressed, but not well defined, and resolved;
4) Relationship addressed, but not well defined, and not resolved;
5) Relationship not addressed.

The first and third scenarios represent the issues behind the propositions, and for all intents and purposes, they have been addressed, either well defined or not, but resolved. For example, the issue regarding the relationship between facility standards for the EVENT and the costs of the FACILITY after the event falls in the third scenario, since it has been addressed through the various facility mini-studies, with the conclusion that international standard facilities do incur additional costs. However, those additional costs are not well defined. Most of the relationships (73.0%) between the sub-variables fall in the first scenario while combined with the third scenario, it rises to 76.6%.

The relationships of sub-variables that fall into the second and fourth scenarios represent issues that have evolved from the discussion but are relevant to the propositions. However, given either the difficulty with obtaining the necessary data, or dealing with the complexity of the issue, there was no attempt to resolve the issues. These two scenarios and the fifth may have been addressed in other documentation (e.g. *The economic status of the high performance athlete*. (1992)), but they provide scope for future examination. One example is the **location** of the facility and its effect on the **performance** of the athlete as noted earlier. Currently there are no empirical evidence to determine the degree to which multisport centres may be better training environments than single sport high performance centres as related to the athlete's performance on the competitive circuit. The recommendation in this example is that performance related to location and type of training centre must be monitored to demonstrate the validity of the multisport centre concept. If there is no distinct difference in performance with the "environmental" setting, the premise that post-event use of facilities developed through multisport games events will enhance performance must be disputed.

Themes

The framework for this thesis began in 1984, with a series of objectives to examine the impact of major games events on host municipalities and regions. As noted in Chapter 2, and shown in Appendices 2 (a)-(d), these objectives were transposed into six themes. Thus, another means of measuring the degree of success in tackling the issues of the thesis was to examine these six themes through the same scenario approach for the athlete/event/facility interface.

Two themes fall in the first scenario (**theme addressed, well defined, and resolved**). The first theme, *Geographic Distribution and Location of National Sport Facilities*, is well addressed in Chapter 5 in the historical outline and mapping of high performance sport centres over the past twenty years. The third theme, *Impact on Municipalities / Regions*, is discussed in all chapters, but more so in Chapter 4, where the facility mini-studies with supporting data on post-event use have demonstrated the impact of national sport facilities on some of the Canadian municipalities and regions which have hosted major games events.

The themes, *Decision Making in the Development of National Sport Facilities*, and *Standards and Components of National Sport Facilities*, fall into the second scenario (**theme addressed, well defined, and not resolved**. The former is covered principally in Chapter 6. But as noted earlier, the planning process used in the normal development approval of recreation and sports facilities in a municipality varies considerably from the process in proposing facilities for hosting a major sports event. Not explicitly discussed, though, are the land use concepts of "compact", "centralized" and "dispersed" models for the location of these facilities. The research has been done on these concepts, but they were not part of the propositions as defined. Although some examples were given of facilities where the latter theme (standards and components) was addressed, the research method to approach international sport federations on some of the apparent issues of international facility standards was beyond the scope of the study and became a delimitation of the thesis. However, the thesis does address the historical evolution of defining the components for national sport facilities.

None of the themes fall into the third scenario (**theme addressed, but not well**

defined, and resolved), or fourth scenario (**theme addressed, but not well defined, and not resolved**).

The last two themes fall in the fifth scenario (**theme not addressed**), since they were focused on future issues of national sport facilities which was not part of the propositions as defined. However, some research has been done on these themes: *Future National Sport Needs / Facilities*; and *Potential Sites for Major Games and Single Event Championships*, through surveys with national and provincial sport organizations. That research offered a perspective on, in part, the potential for, or lack of, the facility legacy for certain sports, and for high performance sport in general, in hosting future games events in various locations in Canada.

Data Collection Methods

The richness of the data collected for the thesis lies in the review of bid documentation for major games events, and its implications for national sport facilities in terms of planning and post-event use. It has been substantiated through formal interviews with the very people involved with these events, and the people administering the facilities and the high performance programs after the event. However, as noted earlier, to measure the extent of the expected facility legacy, a number of mini-studies were done on facility use and costs. In this regard, the data collection method changed to personal correspondence principally by telephone and substantiated, in part, by written correspondence. Thus, in a few cases, the accuracy of the data is presumed rather than demonstrated.

One of the main objectives in the data collection for the thesis was the involvement of the athlete either by interview or survey. However, in view of the apparent limitations in approaching athletes during the period in doing the research, not as many athletes were contacted as originally intended. One of the limitations was the ability to approach athletes during sports events. In comparing both major games and single sport championships events at which these methods were practised, the researcher must be cognizant of the athlete's needs in preparing for the competition, and in this situation, understandably, some athletes are reluctant to do surveys or interviews. Accessibility to athletes and other sports officials at major games events is extremely difficult, in part, due to security, but also because their "leisure" time is precious in preparing for the event. Single sport championship events offer more opportunity for the researcher to approach athletes, due, in part, to lesser security provisions. However, the researcher must have the concurrence of the respective sport organization and the organizing committee to gain access to the athlete.

Despite the problems in approaching athletes, it should still be a requirement to consult with athletes in the planning and operation of national sport facilities where they train and compete. With the changes in equipment technology and rule changes by the international sport federations, it is essential that athletes have a recurring avenue to approach facility owners, sports administrators, and planning consultants in meeting their demands for the best training environments in which to achieve their goals in being the best that they can be.

Finale

One of the pleasures in researching the data for this thesis was the discussion of issues related to national sport facility development with a wide array of people who have been involved with sport and the hosting of sports events. Generally, they were interested in the subject of the thesis, and willing to discuss their involvement in sport and the experiences they had. There was a sense of pride in the work they were doing or had done. Yet for some there was a certain degree of frustration. In the latter case, they were willing to discuss the problems and recommend, at the researcher's urging, possible solutions. But it has to be recognized that no matter what is the project or the task at hand, there are bound to be problems, issues and concerns. There are differences of opinion in the way objectives should be met. Nonetheless, in the area of sport, and in the organizing of games events, whatever the challenge, there is a great deal of accomplishment when the event is completed. People enjoy being part of the spirit of the event, and that positive outlook has made the research for this thesis all the more enjoyable. Certainly, the writer hopes that the contents and conclusions of this thesis will be an ongoing subject of discussion with these and other people in sport as they seek to make Canada's high performance sports system even better in the future.

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Haycock, Richard. Manager, Operations and Event Services, Lansdowne Park Administration, City of Ottawa. Ottawa, Ontario. (January, 1995).

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Johnson, Frank. Assistant General Manager, Edmonton Northlands, Edmonton, Alberta. (December, 1994).

Josephs, Philip. Director of Administrative and Revenue Services, Board of Parks and Recreation, City of Vancouver. Vancouver, B.C. (December, 1994).

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Rand, Jay. Intervale-MacKenzie Olympic Ski Jump Complex, Olympic Regional Development Authority, Lake Placid, New York. (December, 1995).

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Roberge, Charles. President, Charlevoix Biosphere Reserve (UNESCO, 1989). La Malbaie, Québec. (March, 1995).

Ross, John. Manager of Operations, Skiing Louise Inc. (January, 1996).

Scott, Sue. Activities Manager, Lindsay Park Sports Centre, Calgary, Alberta. (June, 1995).

Scurfield, John. Manager of Operations, Sunshine Village, Alberta. (December, 1995).

Spears, Henry. Vice-President, Finance, Montreal Canadiens Inc. (November, 1994).

Stambrook, Fred. Past-President, Canadian Soccer Association. Edmonton, Alberta. (May, 1996).

Stasynec, Candice. Director, Stadia Facilities, Edmonton Parks and Recreation, Edmonton, Alberta. (December, 1994).

Stell-Buckingham, Jackie. Technical Director, Canadian Figure Skating Association. Gloucester, Ontario. (November, 1993).

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Toller, Robert. Senior Programme Analyst, Sport Canada - Major Games Unit, Canadian Heritage. Hull, Québec. (July, 1995).

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Wood, Barb. Director, Regional Delivery, Sport Services Branch, British Columbia Ministry of Government Services. (December, 1995).

SURVEYS

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Ontario Speed Skating Association. Toronto, Ontario. (December, 1993).

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Synchro Canada. Synchro Athlete (1 athlete). Calgary, Alberta. (December, 1994).

Synchro Manitoba. Winnipeg, Manitoba. (December, 1993).

Volleyball Canada. Athletes (5 athletes). Calgary, Alberta. (January, 1995).

Appendix 1 (a): **Hierarchy of Terminology for Sport and Political Organizations**

Level	Organization / Sport	Political
International	International Games Association International Sport Federation Host Organizing Committee International Sport Facility	Host Continent
National	National Games Association National Sport Organization National Sport Governing Body Host Organizing Committee Host Society Host Bid Committee National Sport Facility	Host Country Federal Government
Regional / Provincial	Regional Games Association Provincial Sports Federation Provincial Sport Organization Provincial Sport Association Host Organizing Committee Host Society Host Bid Committee Regional Sport Facility	Host Province Provincial Government Regional Government
City	Host Organizing Committee Host Society Host Bid Committee	Host City Municipal Government
Community	Host Organizing Committee Host Society Host Bid Committee	Host Community Municipal Government

Appendix 1 (b): **Acronyms of Sport Organizations**

Acronym	Name of Organization	Level
AWG	Arctic Winter Games	International
CAA	Canadian Athletes Association	National
CAC	Coaching Association of Canada	National
CCAA	Canadian Colleges Athletic Association	National
CCSD	Commonwealth Centre for Sport Development	Regional / National
CGAC	Commonwealth Games Association of Canada	National
CGC	Canada Games Council	National
CGF	Commonwealth Games Federation	International
CIAU	Canadian Interuniversity Athletic Union	National
COA	Canadian Olympic Association	National
CODA	Calgary Olympic Development Association	Regional / National
CONFEJES	La Conference des ministres de la jeunesse et des Sports des pays d'expression française	International
COJO	Comité d'organization des Jeux Olympics Organizing Committee for the (1976) Olympic Games	Regional / National
FIFA	Fédération Internationale de Football Association	International
FINA	Fédération Internationale de Natation Amateur	International
FIS	Fédération Internationale de Ski	International
FISU	Fédération Internationale du Sport Universitaire International University Sports Federation	International
IAAF	International Amateur Athletic Federation	International
IF	International Sport Federation	International
IOC	International Olympic Committee	International

IPC	International Paralympic Committee	International
NOC	National Olympic Committee	National
NSCC	National Sport Centre Calgary	National / Regional
NSO	National Sport Organization	National
OCO	Olympiques Calgary Olympics	Regional / National
OIB	Olympic Installations Board	Provincial
PASO	Pan American Sports Organization	International
POSPOR	Pacific Ocean Basin Sports Organization	International
PSA	Provincial Sport Association	Provincial
PSO	Provincial Sport Organization	Provincial
TOOC	Toronto Ontario Olympic Council	Regional
VCGS	Victoria Commonwealth Games Society	Regional / National

Appendix 2 (a): **Planning National Sport Facilities - Objectives (Circa 1984)**

1 Planning Process

1.1 To examine the locational decision-making processes of national and international major and championship games events.

1.2 To examine the locational decision-making processes of provincial major and championship games events.

1.3 To determine the impact of these locational decisions on the regions and/or municipalities.

1.4 To determine how the region / municipality copes with these decisions (before, during, after) with respect to locational decision-making, level of facilities and future use, setting priorities, and costs.

2 Data Collection

2.1 To collect data and establish a data base on sport facilities (existing or planned) capable of hosting international, national, and provincial major and championship games events.

2.2 To determine the extent these facilities are being actively used by the regional and local public, and examine any design or use restrictions.

2.3 To examine the facility and program needs of national and provincial sports organizations.

2.4 To examine the current facilities and programs used by national and provincial sports organizations.

2.5 To examine the concept of training centres of national and provincial sports organizations.

2.6 To examine the concept of multi-sport development centres of national and provincial sport organizations.

2.7 To examine the preference of national and provincial sport organizations towards the development and location of national sport facilities.

3 Model Analysis

3.1 To determine potential regions and/or municipalities capable of hosting international and national major and championship games events, and the requirements (in terms of facilities and costs) in hosting such events).

3.2 To determine the most appropriate locational decision-making process of hosting international and national major and championships games events.

3.3 To determine a methodology whereby national sport needs are implemented at the regional and municipal level, including planning, design and costs.

Appendix 2 (b): **Planning National Sport Facilities - Themes / Sub Themes Outline**

1 **Geographic Distribution and Location of National Sport Facilities**
  - 1.1 Historical Development
  - 1.2 Data Base Systems
  - 1.3 Variables, Definitions

2 **Decision Making in the Development of National Sport Facilities**
  - 2.1 Planning Models for the Development of National Sports Facilities
    - 2.1.1 Historical Models and Categorization
    - 2.1.2 Typologies and Occurrence
    - 2.1.3 Central Concept versus Post Games Use
    - 2.1.4 Decentralized Facilities - Significance of Being Single Events
  - 2.2 Planning Process
    - 2.2.1 Organizational Structure
    - 2.2.2 Municipal / Regional Policies in Location
    - 2.2.3 Timelines and Implementation Procedures
    - 2.2.4 Public Input

3 **Standards and Components of National Sport Facilities**
  - 3.1 Technological Advances in Equipment and Materials, and Impacts on Facilities
    - 3.1.1 Historical Perspective
    - 3.1.2 Athletes' Performance and Records
  - 3.2 International Standards

4 **Future National Sport Needs / Facilities**
  - 4.1 Current Carded Athletes vs Future (Preference)
  - 4.2 Number of Facilities vs Preferred Number and Location
  - 4.3 Number of Training Centres vs Preferred Number and Location
  - 4.4 Ranking by Preference (athletes / coaches / administrators)
  - 4.5 "Home" Training of Athletes (compared to Training Centres in Canada or elsewhere)
  - 4.6 "Level" of Facilities at "home". The Linkage between National and Municipal/Regional Needs with respect to Facility Standards, Design, Costs, and Use

5 **Potential Sites for Major Games and Single Event Championships**
  - 5.1 Identification according to Criteria Guidelines, Facility Standards, Location of Existing Facilities, and Facility Needs
  - 5.2 Process for Future Implementation

6 **Impact on Municipalities / Regions**
  - 6.1 Additional Operating Costs
  - 6.2 Facility Users (by Type - Amateur versus Professional Athletes)
  - 6.3 Accessory Equipment not being used
  - 6.4 Facility Use compared to Similar Facility Types

Appendix 2 (c): Planning National Sport Facilities - Themes: Brief Description

1. Geographic Distribution and Location of National Sport Facilities

This theme is primarily a data base on existing national sport facilities. Some of this information has been obtained on a pilot test survey in the Fall of 1993. The intent is to develop a computer data base system which has the variables to analyse the scope and opportunities to formulate a plan on national sport facilities. The scope may extend to the provincial level. National training centres will also be included in the data base.

A historical account on the development of these facilities will be done whether through major games events, single event championships, or gradual upgrading. Preferences on the significance of these facilities will be collected (through surveys) from various sources in the national sports community (athletes, coaches, administrators).

2. Decision Making in the Development of National Sport Facilities

At present, this is the most important theme on this subject. It is the backbone to explain the reasons behind the decisions on the location, design, funding, and implementation of national sport facilities.

A major sub-theme will be the planning models used. This may take several forms or typologies. One typology is the functional, rational comprehensive and blueprint models versus the normative, disjointed incremental, and process models. Another typology that drives the event to act as the catalyst to develop these facilities is nationalism, political ideolology and image, and conservatism or community focused dependent to a large degree of whom organizes the event for what purposes.

A third typology of planning models is more specific and relates to location of the facilities within a given region. Such models may be central or dispersed in terms of land use but these may overlap with the models above. For example, the approach to use and upgrade existing sport facilities would be a conservative or community focused model compared to the approach to build a outstanding architectural complex of several facilities based on a politician's ideolology and image.

The consistency or lack of the planning models before and during the bid process, and after the bid acceptance will be examined. Also, it will be determined to what degree there are existing policies to accommodate the event and the resultant facility development (including accelerated infrastructure programs), written agreements between the stakeholders, and general understanding of the organizational structure, roles and responsibilities of all stakeholders.

3. Standards and Components of National Sport Facilities

This theme will examine the advances made in technological improvements related to sports equipment and materials, and the acceptance of these improvements by the international sports federations, the manufacturers, and the athletes. How important has athletes' performances, and world records been influenced by these technological improvements? Examples are indoor speed skating ovals and synthetic tracks. Do these become the norm in future events, all of which may have increased capital and operating costs?

International sports federation facility standards will be examined to the degree to which these technological advances are the norm. Also, surveys with athletes will determine their expectations that these improvements become the norm wherever they train and compete.

4. **Future National Sport Needs / Facilities**

This theme will investigate the needs to develop elite athletes and how this "translates" into facilities. This is a issue between wants and needs, what is preferred and what is feasible. It relates to programmes (coaching and training), the costs to those programmes, and the range of facilities available.

In this regard, the number of carded elite athletes will be obtained. But in determining needs, the future potential is most significant. Also, the preference where athletes "want" to train versus where they are encouraged to train will be analysed along with their expectations of the requirements of the facility where they are training regardless of the level of the facility. In certain sports where Canada does not have the suitable environment for national level facilities, it will be important to examine the advantages and disadvantages of training "away from home".

5. **Potential Sites for Major Games and Single Event Championships**

This theme will examine the findings on the themes of **Future National Sport Needs/Facilities** and **Geographic Distribution and Location of National Sport Facilities**, and through criteria guidelines and standards for the location of national sport facilities, will determine where such facilities should be developed. Criteria guidelines may relate to the need for proximity to international airports, existence of post secondary institutions, and potential availability of coaching.

The theme will also investigate the appropriate means to implement the development of such facilities, including the administrative and financial parameters.

6. **Impact on Municipalities / Regions**

This theme will address the impact of national sport facilities on the areas where they are or will be located. In many respects, this theme will focus on past experiences - the successful projects, but more so the problems. These impacts may be related to costs, both capital and operating, and the extent and type of use of the facilities. Some comparison will be made with similar but local level sport facilities.

There will be an attempt to separate capital costs into four categories: basic structure or shell; significant architectural features; technological requirements; and cost over-runs. Each of these categories has a relationship to one or more of the other themes. For example, cost over-runs would relate to the planning and implementation model, usually the fast-track implementation model.

This examination will provide a planning framework to lessen future impacts. Should the findings of the theme **Potential Sites for Major Games and Single Event Championships** reveal certain sites, such case studies will be analysed in detail on the appropriate measures to reduce negative impacts, and plan effectively.

Appendix 2 (d): **Relationship of the Themes and Sub-Themes in the Planning of National Sport Facilities**

THEMES / #	1	2	3	4	5	6
1. Geographic Distribution and Location of National Sport Facilities	X	• Local geography	• National geography	• Data base inventory • National geography	• Data base inventory • National geography	• Local geography
2. Decision Making in the Development of National Sport Facilities	• Central concept • Decentralized facilities	X	• Public input • Typology of organization	• Municipal / regional locational policies	• Decentralized concept • Municipal / regional locational policies • Public input	• Central concept • Public input • Municipal / regional locational policies • Timelines
3. Standards and Components of National Sport Facilities	• Historical perspective	• International standards	X	• Athletes' performance and results • Support services and ancillary facilities	• Technological advances in surfaces and equipment • Historical perspective	• International standards • Technological advances in surfaces and equipment • Impact on facilities
4. Future National Sport Needs / Facilities	• No. of facilities vs preferred no. and location • Ranking by preference	• No. of facilities vs preferred no. and location • Level of facilities at home	• Level of facilities at home • Home training of athletes	X	• Ranking by preference • No. of carded athletes	• No. of carded athletes • Level of facilities at home
5. Potential Sites for Major Games and Single Event Championships	• Existing facilities	• Criteria guidelines • Implementation process • Facility needs	• Facility standards	• Facility standards • Facility needs • Implementation process	X	• Facility standards • Implementation process
6. Impacts on Municipalities / Regions	• Facility users by type • Facility use compared to similar facility types • Additional operating costs	• Additional operating costs • Facility users by type • Accessory equipment not being used	• Additional operating costs • Accessory equipment not being used	• Additional operating costs • Facility users by type • Accessory equipment not being used • Facility use to uses of other similar facilities	• Accessory equipment not being used	X

Appendix 2 (e): Interviews, Personal Correspondence, and Surveys: Summary of Types of Groups

GROUP	CODE	NUMBER			
		Interviews	Personal Correspondence	Surveys	Total
Athletes	ATH	17	2	33	52
Coaches	COH	1	2	-	3
Sport Scientists	SCI	4	-	-	4
Sport Associations/ Administrators	NSO	8	13	11	32
	PSO	-	6	11	17
	HPC	6	2	-	8
Major Games Officials	GAM	14	12	3	29
Facility Managers	FAC	13	25	-	38
Sports Club Officials	CLO	1	4	-	5
Consultants / Planners	CON	4	-	-	4
Politicians	POL	2	-	-	2
Government Officials	FED	3	1	-	4
	PRV	6	5	-	11
	MUN	3	14	-	17
	UNI	8	2	-	10
Media Officials	MED	1	2	-	3
Total		**71**	**74**	**58**	**203**

Note: Totals may not add up due to double counting because of multiple roles of some people.

Appendix 3 (a): **Overview of Major Sports Events: Basic Statistics**

GAMES	Countries	Athletes	Officials (Team)	Officials (Technical)	Media	Volunteers	Spectators	TV Audience
Arctic Winter Games (Slave Lake, Alberta. 1994)	4 (7 units)	1,455		114		1,500	n.a.	
Canada Winter Games (Grande Prairie / Jasper, Alberta. 1995)	10 Provinces 2 Territories	3,210 (3,475)		450		8,000	21,025	379,500/day 4,932,000
Canada Summer Games (Kamloops, B.C. 1993)	10 Provinces 2 Territories	4,033		427		9,170	310,000	
Francophone Games (Paris, France. 1994)	45	1,500 ?		?		?	?	
Pacific Ocean Games (Cali, Columbia. 1995)	30	705	380	/380?		?	?	?
Pan American Games (Winnipeg, Manitoba. 1967)	29	1,300		?		6,000	424,515	?
Pan American Games* (Winnipeg, Manitoba. 1999)	42	6,000		500		13,000	621,500	500,000,000
Commonwealth Games (Edmonton, Alberta. 1978)	48	1,475		504		?	?	
Commonwealth Games (Victoria, B.C. 1994)	63	2,557		914		15,000	284,000 ?	
Universiade '93 (Winter) (Jaca, Spain. 1995)	41	765		444	600 est	1,200	n.a.	n.a.
Universiade '83 (Summer) (Edmonton, Alberta. 1978)	69	2,402		?		?	?	?
Universiade '93 (Summer) (Buffalo, New York, USA. 1993)	117	3,547		1,558		15,000	350,000	n.a.

GAMES	Countries	Athletes	Officials (Team)	Officials (Technical)	Media	Volunteers	Spectators	TV Audience
Paralympic (Winter) Games (Lillehammer, Norway. 1994)	31	626	381	650	900	n.a.	n.a	n.a.
Paralympic (Summer) Games^{P} (Atlanta, Georgia, USA. 1996)	85 ?	3,400		?		?	?	?
Olympic (Winter) Games (Calgary, Alberta. 1988)	57	1,425		775		15,000	1,338,199	?
Olympic (Winter) Games^{P} (Québec City, Québec. 2002)	65	2,000						
Olympic (Summer) Games (Montreal, Québec. 1976)	88	6,189 or (6,026)		2,346		?	3,195,170	?
Olympic (Summer) Games^{P} (Toronto, Ontario. 1996)	170	10,000						
Nordic World Ski Championships (Thunder Bay, Ontario. 1995)	34	404		411 ?	724		**75,000**	**16,238,000**

NOTES:
1. **Legend** n.a. - not available; ? - unknown; ^{P} - proposed

Appendix 3 (b): **Overview of Major Sports Events: Financial Considerations**

GAMES	ECONOMIC IMPACT	COSTS ($ million)			REVENUES ($ million)						BALANCE
		CAPITA	OPERATING	TOTAL	PRIVATE SECTOR		PUBLIC SECTOR			TOTAL	
					TV RIGHTS	SPONSORS	CITY	PROVINCE	FEDERAL		
Arctic Winter Games (Slave Lake, Alberta, 1994)	?	2.22 0.28	3.1 1.97	5.3 2.25	---	2.9 ? 0.25	1.75 0.15	0.375 1.10	0.275 0.18	5.3 2.29	--- 0.04
Canada (Winter) Games (Grande Prairie / Jasper, Alberta. 1995)	37.75	9.64	16.48	26.12	(1.5)	12.76	3.70	2.92	7.65	27.03	(0.91)
Canada (Summer) Games (Kamloops, B.C. 1993)	?	12.4	26.0	38.4	1.0	22.75	2.75	3.15	8.75	40.5	(2.1)
Francophone Games (Paris, France. 1994)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Pacific Ocean Games (Cali, Columbia. 1995)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a	n.a	n.a	n.a
Pan American Games (Winnipeg, Manitoba. 1967)		5.3	1.85	7.1	0.075	1.06	1.27	2.56	2.25	7.14	---
Pan American Games (Winnipeg, Manitoba. 1999)	178.9	23.0	96.0	119.0	?	56.0	10.0	23.0	30.0	119.0	?
Commonwealth Games (Edmonton, Alberta. 1978)		36.0	—·—	—·—	---	—·—	—·—	—·—	—·—	—·—	?
Commonwealth Games (Victoria, B.C. 1994)	500.0	49.9	107.5	157.4	---	53.85	2.53	43.6	62.0	162.0	(14.0)
Universiade '95 (Winter) (Jaco, Spain. 1995)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a	n.a.	n.a.	n.a.
Universiade '93 (Summer) (Buffalo, N.Y., USA. 1993)	150.0	35.0	40.0	5.335 34.0 75.0		8.00 3.65 TICD.275		0.231	0.685 13.5	1.338	(3.998)

GAMES	ECONOMIC IMPACT	COSTS ($ million)			REVENUES ($ million)						BALANCE
		CAPITA	OPERATING	TOTAL	PRIVATE SECTOR		PUBLIC SECTOR			TOTAL	
					TV RIGHTS	SPONSORS	CITY	PROVINCE	FEDERAL		
Universiade '83 (Summer) (Edmonton, Alberta. 1983)	183.0	14.3	27.788	42.088 27.788	0.8?	8.035	7.181	7.681	6.335	29.232	1.445
Paralympic (Winter) Games (Lillehammer, Norway. 1994)											
Paralympic (Summer) Games (Atlanta, Georgia. USA. 1996)		16.3	62.1	78.4	?	62.4	---	1.0	15.0	78.8	0.4
Olympic (Winter) Games (Calgary, Alberta. 1988)	2,219.2	316.8	458.5	775.3	406.3	187.0	68.4	219.9	253.6	1,249.2	473.9
Olympic (Winter) Games (Québec City, Québec. 2002)	761.3	177.5	542.4	719.9	525.0	208.0	30.2	42.5	210.5	1,016.2	296.3
Olympic (Summer) Games (Montreal, Québec. 1976)	?	1,592.9	388.8	1,981.7	32.6	48.0	208.0	816.0	626.7	1,756.7	25.3 (225.0)
Olympic (Summer) Games (Toronto, Ontario. 1996)	2,359.0	750.3	939.0	1,689.3	775.0	741.7	36.8	182.2	112.3	1,848.0	(70.0)
Nordic World Ski Championships (Thunder Bay, Ontario. 1995)	53.3	11.11	7.16	18.27	---	5.22	1.85	5.60	5.60	18.27	---

Appendix 3 (c): **Aggregate Facility Profile by Facility Type, Number, and Event**

FACILITY TYPE	TOTAL NUMBER OF FACILITIES BY EVENT												
	Winter Events					Summer Events							
	Arctic Winter Games	Canada Winter Games	World University Games	Paralympics	Olympic Winter Games	Canada Summer Games	Francophone Games	Pacific Ocean Games	Commonwealth Games	Pan American Games	World University Games	Paralympics	Olympic Summer Games
Arenas	2	7	4	2	5		2	1	3	3	2	2	3
Auditoriums	1	1					5+		1	1	1		1
Bowling Alleys										52+/2			
Bowling Greens									12/3			1/	
Coliseums								6					2
Convention Centres											1		1
Courts/Centres						14/4			/3		28+/3+	2/	44/14
• Badminton		/1							/3	17/3			5/1
• Basketball						2/2					16/		8/5
• Racquetball										9+/2		1/	
• Squash		4/1								6+/3			
• Tennis						12/2				20+/3	/3	1/	20/1
• Volleyball						2/2					12/		11/7
Curling Rinks	1	1			1+								
Equestrian Centres										1			2/21
Gymnasia	6	5				3	3+	1	5	24+	22	7	36
Halls										2			6
Ovals		1		1	1								
Pools		1				1		1	4	5	4	2	10
Ranges	2	2				1			1	2		2	4
Roadways						2			5	6	1	1	6
Hills, Alpine Ski	1	1	5	1	1/6					1			
Hills, Ski Jump			1		1/5								

FACILITY TYPE	TOTAL NUMBER OF FACILITIES BY EVENT												
	Winter Events					Summer Events							
	Arctic Winter Games	Canada Winter Games	World University Games	Paralympics	Olympic Winter Games	Canada Summer Games	Francophone Games	Pacific Ocean Games	Commonwealth Games	Pan American Games	World University Games	Paralympics	Olympic Summer Games
Sports Fields						18	1+	1	1	22	19		29
• Diamonds						9		1			7		7
• Baseball						2		1		6	7		7
• Softball						7				8			
• Field Hockey						1				2			5
• Football (Soccer)						6	1+			6	12		10+
• Lacrosse									1				
• Rugby						2							
Stadia			2		1	3	1+	2	2	2	4	1	9
Theatres									1	1		1	2
Tracks					2				5	5	2	1	9
• Athletic	1				1	1	1	1	4	4	2	1	8
• Bobsleigh/Luge					1								
• Velodrome									1	1			1
Trails	4			1	1								2
• Cycle						2				3			1
• Nordic Ski	2	2	1	1	1								
Villages	2	1		1	4	1			1	1	3	1	2
• Athletes	2	1		1	2	1			1	1	3	1	1
• Media					2								1
Waterbodies						2				3	1	2	4
• Lakes/Rivers						2				2	1	2	2
• Basins/Floodways										1			2
TOTAL													
• Sports	19	21	7	6	11	18	7	13	11	33	12	19	25
• Sites	12	18	5	5	10	21	13	12	21	72	42	15	97
• Facilities	17	24	9	5	13	23	13+	13	25	87	56	22	100
• Communities	1	4	5	2	2	6	6	5	3	5	4	6	16

Appendix 3 (d): **History of Canadian Host Cities of the Winter Arctic Games (Arctic Winter Games International Committee, 1995)**

YEAR	LOCATION		POPULATION
	CITY	PROVINCE	
1970	Yellowknife	NWT	5,646
1972	Whitehorse	Yukon	11,640
1976	Shefferville	Québec	3,429
1978	Hay River / Pine Point	NWT	3,105 / 1,893
1980	Whitehorse	Yukon	14,514
1984	Yellowknife	NWT	10,844
1990	Yellowknife	NWT	14,494
1992	Whitehorse	Yukon	16,335+^{1991}
1994	Slave Lake	N Alberta	5,607+^{1991}
1998	Yellowknife	NWT	16,000^{est}
2000	Whitehorse	Yukon	16,500^{est}
2002	Iqaluit Nuuk	Nunavet Greenland	3,552+^{1991} _,__?
2004	________?	N Alberta	_,__?
2008	________?	Western Arctic	__,__?

Notes: **Legend**: ^{1991} - Date of Census; ^{est} - estimated;
+ population plus; ? - Unknown

Appendix 3 (e): **Games Facility Profile - Arctic Winter Games (Slave Lake, Alberta. 1994)**

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	**Competition**	**Training**	**Warm-up**	**Total**
Alpine Skiing	Ski Hill • Grizzly Ridge Alpine Centre^{U}	1	1	1	1
Arctic Sports (Inuit & Dene Games)	Auditorium • St. Mary of the Lake School^{N}	1	1	1	1
Badminton	Gymnasium • Roland Michener Jr.HS^{U}	1	1	1	1
Basketball	Gymnasium • Roland Michener Jr.HS^{U}	1	1	1	1
Biathlon • Ski • Snowshoe	Trails^{U}, Range^{N} • Grizzly Ridge Biathlon Range / Nordic Centre^{U}	1	1	1	1
Cross-country Skiing	Grizzly Ridge Nordic Centre^{U} Trails^{U}	1	1	1	1
Curling	Curling Rink • Slave Lake Curling Rink	1	1	1	1
Dog Mushing	Trails • Sawridge Recreation Centre	1	1	1	1
Figure Skating	Arenas (one new) • Slave Lake Twin Arenas	2	2	2	2
Gymnastics	Gymnasium • E.G. Wahlstrom School	1	1	1	1
Hockey	Slave Lake Twin Arenas Arenas^{N} (one New)	2	2	2	2
Indoor Soccer	Gymnasium • E.G. Wahlstrom School Recreation Centre • Widewater South Shore	1 1	1 1	1 1	1 1
Silohouette Shooting	Range • Slave Lake Rod & Gun Club	1	1	1	1
Snowshoeing	Trails • Lesser Slave Provincial Park Devonshire Beach^{N} Track • Roland Michener Jr. HS Elks Track	1 1	1 1	1 1	1 1
Speedskating (Short Track)	Arena • Slave Lake Arena	1	1	1	1
Table Tennis	Gymnasium • C.J. Schurter School	1	1	1	1
Volleyball	Gymnasium • Alberta Vocational College	1	1	1	1

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Wrestling	Gymnasium ● Native Friendship Centre	1	1	1	1
TOTAL	Arenas	2	2	2	2
	Auditorium	1	1	1	1
19 Sports	Curling Rink	1	1	1	1
12 Sites	Gymnasia	6	6	6	6
17 Facilities	Tracks	1	1	1	1
1 Community	Trails (sets)	4	4	4	4
	Ranges	2	2	2	2
	Ski Hill	1	1	1	1

NOTES:

1. Legend ^{N} - new facility; ^{U} - upgraded facility; HS - High School
2. Totals exclude double counting of facilities.

Appendix 3 (f): **History of Host Cities of the Canada Games (Canada Games Council, 1995)**

YEAR	SEASON		LOCATION		POPULATION
	Winter	Summer	City	Province	
1967	X		Québec City	Québec	170,805 / 415,350^{met}
1969		X	Halifax / Dartmouth	Nova Scotia	107,938 / 62,360
1971	X		Saskatoon	Saskatchewan	126,445
1973		X	Burnaby / New Westminister	British Columbia	128,037 / 41,058
1975	X		Lethbridge	Alberta	45,645 / 128,100 $^{reg?}$
1977		X	St. John's	Newfoundland	86,015 / 106,103^{met}
1979	X		Brandon	Manitoba	35,704
1981		X	Thunder Bay	Ontario	112,485
1983	X		Saguenay / Lac-Saint-Jean	Québec	170,000^{reg}
1985		X	Saint John	New Brunswick	80,515 / 119,839^{reg}
1987	X		Cape Breton	Nova Scotia	122,920^{reg}
1989		X	Saskatoon	Saskatchewan	182,691
1991	X		Charlottetown	Prince Edward Island	15,396 / 33,153^{reg}
1993		X	Kamloops	British Columbia	57,466+^{1991} / 67,057^{reg}
1995	X		Grande Prairie / Jasper	Alberta	28,271+^{1991} 4,500?^{est}
1997		X	Brandon	Manitoba	38,565+^{1991}
1999	X		Corner Brook	Newfoundland	22,042^{1991}
2001		X	________?	Ontario	> 50,000
2003	X		________?	New Brunswick	__,___?
2005		X	________?	Yukon?	__,___?

Notes: Legend: ^{1991} - Date of Census; ^{reg} - Regional Population; ^{met} - Metropolitan Population; ^{est} - estimated; + population plus; ? - Unknown;

Appendix 3 (g): Games Facility Profile - Canada Winter Games (Grande Prairie and Jasper, Alberta. 1995)

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-Up	Total
Alpine Skiing	Ski Hill • Marmot Basin (Jasper)	1	1	—	1
Gymnastics • Artistic • Rhythmic	Gymnasium • GP Regional College	1	1	1	1
Badminton	Gymnasium • GP Regional College	1	1	1	1
Biathlon	Trails^{U} & Range^{N} •Wapiti Nordic Ski Centre	1	1	1	1
Boxing	Ice Rink/Rings • Bowes Family Crystal Garden	1/1	1/1	1/1	1/1
Ceremonies	CG Arena^{N}				1
Cross Country Skiing	Trails^{N} •Wapiti Nordic Ski Centre	1	1	1	1
Curling-M/W	Curling Rink • GP Curling Club	1	1	1	1
Fencing	Gymnasium • St. Joseph Catholic HS	1	1	1	1
Figure Skating	Arena^{N} • CG Arena	1	1	1	1
Freestyle Skiing	Ski Hill/Jumps • Marmot Basin (Jasper)	1	1	1	1
Hockey	Arenas • CG Arena^{N} - M • Johnny MacDonald - W • Dave Barr - M/W • Sexsmith - M • Wembley - M	5	5	5	5
Judo	Gymnasium • GP Composite HS	1	1	1	1
Ringette	Arenas • Dave Barr • Beaverlodge	2	2	2	2
Shooting	Range • Crystal Park School	1	1	1	1
Speedskating • Long Track • Short Track	Oval • GP Leisure Centre Arena • Johnny MacDonald	1 1	1 1	1 1	1 1
Squash	Squash Courts/Centres • GP Fitness Centre	4/1	4/1	4/1	4/1

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-Up	Total
Synchronized Swimming	Pool • GP Leisure Centre	1	1	1	1
Table Tennis	Gymnasium • GP Composite HS	1	1	1	1
Weightlifting	Auditorium • GP Regional College	1	1	1	1
Wheelchair Basketball	Gymnasium • Jasper Activity Centre	1	1	1	1
TOTAL	Arenas	7	7	7	7
	Auditorium	1	1	1	1
21 Sports	Courts				
18 Sites	• Badminton	/1	/1	/1	/1
24 Facilities	• Squash	4/1	4/1	4/1	4/1
4 Communities	Curling Rinks	1	1	1	1
	Gymnasia	5	5	5	5
	Ice Oval	1	1	1	1
	Pools	1	1	1	1
	Ranges	2	2	2	2
	Ski Areas	1	1	1	1
	Trails	2	2	2	2

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; GP - Grande Prairie; HS - High School; T - temporary facility; CG - Canada Games.
2. Totals exclude double counting of facilities.

Appendix 3 (h): **Games Facility Profile - Canada Summer Games (Kamloops, B.C. 1993)**

SPORT	FACILITYLOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Aquatics • Diving • Swimming	Pools • CG Aquatic Centre	1	1	1	1
Archery	Range • Kamloops Indian Reserve	1	1	1	1
Athletics	Stadium/Track • Hillside Stadium	1	1	—	1
Baseball (Men)	Ball Diamonds • Norbrock Stadium • Canada Games Park	2	1	2	3
Basketball-M/W • Men • Women	Gymnasium • Riverside Coliseum • UC of the Cariboo	2	2	2	2
Canoeing / Kayaking	Waterbody • Shumway Lake	1	1	1	1
Ceremonies (2)	Hillside Stadium				1
Cycling (Road)	Roadways • Yellowhead Highway / Logan Lake area • Downtown Kamloops	2	2	2	2
Field Hockey (Women)	Synthetic Pitch • Cottonfield Park	1	1	1	1
Rowing	Waterbody • Shumway Lake	1	1	1	1
Rugby (Men)	Rugby Fields • Kamloops Rugby Club	2	2	2	2
Sailing	Waterbody • Nicola Lake	1	1	1	1
Soccer • Men • Women	Soccer Fields • McArthur Island • Hillside Stadium	3	3	4	6
Softball • Men • Women	Ball Diamonds • Charles Anderson Stad. • Ashcroft • Barriere • Chase • Clearwater • Merritt	7 2	7	7	7
Tennis	Tennis Courts/Centres • Canada Games Rotary Tennis Centre • Crossroads Leisure Centre	12/2 8/1 4/1	12/2	12/2	12/2

Volleyball • Men • Women	Gymnasium • UC of the Cariboo • Riverside Coliseum	2	1	2	3
Water Skiing	Waterbody • Shumway Lake	1	1	1	1
Wrestling	Gymnasium • McArthur Island Sports Centre	1	1	1	1
Demonstration Disabled Sports					
• Athletics	Stadium/Track	1	1	1	1
• Swimming	Pool	1	1	1	1
TOTAL	Arenas				
	Auditorium				
18 Sports	Courts	14/4	14/4	14/4	14/4
21 Sites	• Basketball	2/2	2/2	2/2	2/2
23 Facilities	• Tennis	12/2	12/2	12/2	12/2
6 Communities	• Volleyball	2/2	2/2	2/2	2/2
	Gymnasia	3	2	3	3
	Pools	1	1	1	1
	Ranges	1	1	1	1
	Roadways	2	2	2	2
	Sports Fields	15	14	16	18
	• Baseball	2	1	2	2
	• Field Hockey	1	1	1	1
	• Rugby	2	2	2	2
	• Soccer	3	3	4	6
	• Softball	7	7	7	7
	Stadiums	3	3	2	3
	Tracks	1	1	1	1
	Waterbodies	2	2	2	2

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; HS - High School; UC - University College
2. Totals exclude double counting of facilities.

Appendix 3 (i): **1999 Canada Winter Games Proposed Financial Model - Corner Brook, Newfoundland**

Source of Funding	Operating	Capital	Total
Federal Government	2,741,000	2,000,000	4,741,000
Provincial Government	844,000	2,000,000	2,844,000
Host Municipality	1,687,000	2,000,000	3,687,000
Private • Sponsors • Tickets • Other			
TOTAL	**5,272,000**	**6,000,000**	**11,272,000**

Appendix 3 (j): **Games Facility Profile^{pr} - Pan American Games (Winnipeg, Manitoba. 1999)**

SPORT	FACILITY LOCATION, TYPE and NUMBER				
	Location / Type	**Competition**	**Training**	**Warm-up**	**Total**
Aquatics^{67}		1	5	1	5
• Diving	• Pan-Am Pool^{U,67}	1	1	1	
• Swimming	• UM Pool		1		
• Synchro	• Sargeant Park Pool		1		
• Waterpolo	• Seven Oaks Pool		1		
	• Elmwood Kildonan Pool		1		
Archery	Ranges		2		3
	• Grant Park^{T,ch}	1		1	
	• UM		1		
	• Grove Park^{T}		1		
Athletics$^{67,N/RHPC}$	Stadium	1		1	1
	• UM University Stadium^{U,67}	1			
	Tracks	1	3	1	3
	• UM$^{N,67,N/RHPC}$	1	1		
	• UM Max Bell - indoor		1		
	• Grant Park HS		1		
Badminton	Gymnasium-Courts	1-9	1-9	1-?	2-9+
	Red River CC^{U,ch}				
Baseball^{67}	Baseball Diamonds	2	4	2	6
	• Whittier Park^{U}	1		1	
	• S Winnipeg^{N} (new site)	1		1	
	• Chalmers Comm. Centre		1		
	• Transcona Stadium		1		
	• Charleswood Place		1		
	• Optimist Park		1		
Basketball^{67}	Arenas	2		1	12
	• Winnipeg Arena	1			1
	Gymnasium		10		
	• UM University Hall^{N,ch}	1	1	1	11
	• HS Gymnasia		9		
Bowling (Tenpin)	Bowling Alleys-Lanes				2-42+
	• Empress Lanes	1-42		1-42	
	• Chateau Lanes		1-?		
Boxing^{67}	Gymnasium		9	3	10
	• U Winnipeg	1	3	3	4
	• UM		1		1
	• Boxing Clubs		5		5
Canoeing^{67} / Kayak	Floodway-Lanes	1-9	1-2	1-11	1-11
	• Portage La Prairie$^{ch?}$				
Ceremonies (2)	Stadium-Winnipeg Stadium^{67}				1
Cycling^{67}					
• Road	Roadways	2	2	2	2
	• Perimeter Highway	1	1	1	
	• Whiteshell Prov. Park / West Hawk Lake^{ch}	1	1	1	
• Track	Velodrome	1	1	1	1
	• Winnipeg Velodrome^{U,67}				
• Mountain Bike	Ski Hill	1	1	1	1
	• Roseisle Birch Ski Area				

SPORT	FACILITY LOCATION, TYPE and NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Equestrian[67]	Equestrian Centre[U]	1			1
	Rings/Trails	1/1	3/1	1/1	4/2
	• Birds Hill Prov. Park[67]				
Fencing[67]	Gymnasium				3 +
	• Tec Voc HS[ch]	2		1	
	• Schools		?		
Football (Soccer)[67]	Soccer Fields	3	2	1	6
	• Winn. Soccer Complex[U & N]	3		1	
	• UM		1		
	• Alexander Park		1		
Gymnastics					4
• Artistic[67]	Arena	1	1	1	1
	• Winnipeg Arena[ch]				
	Gymnasium		1		1
	• UM[NHPC]				
• Rhythmic[NHPC]	Gymnasium	1			1
	• UM University Hall[N]		1	2	
	• UM Max Bell Centre				1
Handball (Team)	Arena	1		1	1+?
	• St. James Civic Centre[67]				
	Gymnasium		?		
	• School Gymnasia				
Hockey (Field)	Synthetic Pitches	2	2	2	2
	• UM[N,ch]				
	• Winnipeg Stadium				
Judo[67]	Arena	1		1	1
	• Highlander Complex[ch]	1		1	
	Gymnasium		?		?
	• School Gymnasia		?		
Modern Pentathlon		5	5	5	5
• Fencing	• Tec Voc HS[ch]				
• Swimming	• Pan-Am Pool				
• Shooting	• Glenn Murphy Range[67]				
• Running	• Birds Hill Prov. Park[67]				
• Equestrian	• Equestrian Centre				
Racquetball	Racquetball Clubs-Courts	1-10	2-7	1-10	3-17
	• Supreme Racquet Club	1-10		1-10	
	• U Winnipeg				
	• Downtown YM-YWCA				
Roller Sports					2
• Artistic / Hockey	Arena (Wood Floor)	1	1	1	1
	• St. James Civic Centre				
• Speed	Track (Asphalt)	1	1	1	1
	• Sturgeon Creek School				
Rowing[67]	Floodway-Lanes	1-6	1-8	1-2	1-8
	• Portage La Prairie[ch67]				
Shooting[67]	Ranges	2	2	2	2
• Handgun/Rifle	• Glenn Murphy Range[67]	1		1	
• Trap/Skeet	• Winnipeg Trap & Skeet[67] Club	1		1	

SPORT	FACILITY LOCATION, TYPE and NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Softball	Softball Complex-Diamonds	1-6	2-2	1-6	3-8
	• Blumberg Softball Complex	1-6		1-6	
	• Charlie Krupp Stadium		1-1		
	• Red Park		1-1		
Squash	Clubs-Courts	1-6	3-6+	1-6	3-6+
	• Kennedy Squash Club[ch]	1-6	1-6		
	• Supreme Racquet Club[ch]		1-?		
	• Downtown YM-YWCA[ch]		1-?		
Table Tennis	Gymnasium-Tables	1-9	2-13	1-4	2-13
	• Red River CC[ch]				
Taekwondo	Arena-Mats	1-2		1-?	1-1+
	• Highlander Complex[ch]	1-2			
	Gymnasium-Mats		2+-?		2+-?
	• UM				
	• School Gymnasia				
Tennis[67]	Clubs-Courts	2-20	2-10+	2-20	3-20+
	• Winn. Lawn Tennis Club	1-10			
	• Sargeant Park Rec.Centre[ch]	1-10	1-10		
	• Unicity Racquet Club		1-?		
Triathlon		1	5	1	5
• Swimming	• Birds Hill Prov. Park	1	1		
• Cycling	• UM Track (I/O)		1		
• Running	• Pan-Am Pool		1		
	• Sargeant Park Pool		1		
	• Elmwood Kildonan Pool		1		
Volleyball[67,NHPC]	Arena	2	1+		2+
	• Winnipeg Arena				1
	Gymnasium				
	• UM University Hall[N,NHPC]		1+	1	1+
	• HS Gymnasia				
Water Skiing	Portage La Prairie Crescent Lake	1	1	1	1
Weightlifting[67]	Theatre-Platforms	1-1	1-7	1-6	1-7
	• Manitoba Centennial Concert Hall				
Wrestling[67,N/RHPC]	Gymnasium-Mats	1-3	10-?	1-1	12-4+
	• U Winnipeg[ch]	1-3		1-1	
	• UM[N/RHPC]		1-?		
	• School Gymnasia		9-?		
Yachting[67]	Lake	1	1	1	1
	• Gimili Yacht Club[67]				

SPORT	FACILITY LOCATION, TYPE and NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
TOTAL	Arenas				3
	Auditorium				1
33 Sports	Bowling Alleys				2-52+
72 Sites	Courts				
87 Facilities	• Badminton				2-9+
5 Communities	• Racquetball				3-17
	• Squash				3-6+
	• Tennis				3-20+
	Equestrian Centres				1
	Gymnasia				24+
	Halls				2
	Pools				5
	Ranges				2
	Roadways				6
	Ski Hill				1
	Sports Fields				22
	• Baseball				6
	• Field Hockey				2
	• Soccer				6
	• Softball				8
	Stadiums				2
	Theatres				1
	Tracks				4
	Trails				3
	Velodromes				1
	Villages				1
	• Athletes				1
	Waterbodies				3
	• Floodways				1
	• Lakes				2

NOTES:

1. Legend: ^{pr} - proposed (venues) from bid application;
^{N} - new facility; ^{U} - upgraded facility; T - temporary facility;
Winn. - Winnipeg; HS - High School; U - University; CC - Community College; UM - University of Manitoba;
^{ch} - Venue changes planned and approved from original bid;
$^{ch?}$ - Venue changes under consideration from original bid;
^{67} - Sport competed and facility used in the 1967 Pan American Games;
^{NHPC} - National High Performance Centre; $^{N/RHPC}$ - National/Regional High Performance Centre.
2. Totals exclude double counting of facilities.
3. Totals may increase as the information on the number and location of training facilities primarily at schools becomes available.
4. Sources:
   - Pan American Games Bid Committee (1999 Winnipeg). (1993). *The venues*.
   - Sterdan, Mike. Personal communication. (1996).

Appendix 3 (k): **Games Facility Profile - Universiade Summer Games (Edmonton, Alberta. 1983)**

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-	Total
Aquatics	Pools	1	4	1	4
• Diving	• Kinsmen Aquatic Centre^{78}		2		
• Swimming	• Coronation Pool		1		
• Waterpolo	• UA Pool		1		
Athletics	Stadium	1			1
	• Commonwealth Stadium^{U,78}	1			
	Tracks	1	2	1	2
	• Strathcona HS Stadium	1	1		
	• Commonwealth Stadium^{U}	2	1		
	Roadways		1	1	2
Basketball	Gymnasium	2	3	2	3
	• UA Butterdome Pavilion^{N}	1	1	1	
	• UA Main Gymnasium	1	1	1	
	• UA Education Gymnasium		1		
Cycling					2
• Road	Roadways^{T}	1	1	1	1
	• Hawrelak Park	1			
• Track	Velodrome	1	1	1	1
	• Argyle Velodrome^{78}				
Fencing	Gymnasium	1	1	1	1
	• NAIT				
Gymnastics	Arena	1	1	1	1
• Artisic	• Northlands Coliseum	1	1		1
	Gymnasium	?	? +	? +	?+
	• ______ School				
Tennis	Tennis Centre	1	1	1	1
	• UA Tennis Centre				
Volleyball	Arenas	2	2	2	2
	• Northlands Coliseum	1	1	1	1
	• UA Arena	1	1	1	1
	Gymnasium		1		1
	• NAIT		1		1
Ceremonies	Commonwealth Stadium^{U,78}				1

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-	Total
TOTAL	Arenas				2
	Auditorium				-
8 Sports	Courts				
11 Sites	• Basketball				3
16 Facilities	• Tennis				1-9
1 Community	• Volleyball				3
	Fieldhouse				1
	Gymnasia				5
	Pools				3
	Roadways				2
	Stadia				1
	Tracks				1
	Villages				1
	• Athletes				1

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; HS - High School; SS - Secondary School; SSS - Senior Secondary School; U - University; UA - University of Alberta; ^{78} - Facility used in 1978 Commonwealth Games
2. Totals exclude double counting of facilities.

Appendix 3 (l): Games Facility Profile - Paralympic Winter Games (Lillehammer, Norway. 1994)

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Alpine Skiing	Ski Hill (Hafjell) • Olympic Alpine Centre	1	1	1	1
Biathlon	Trails-Range (Lillehammer) • Birkebeineren Ski Stadium	1	1	1	1
Ceremonies	Arena (Lillehammer) • Hakon Hall				1
Ice-Sledge Racing	Arena (Lillehammer) • Hamar Olympic Hall				
Nordic Sitskiing	Trails (Lillehammer) • Birkebeineren Ski Stadium				
Nordic Skiing	Trails (Lillehammer) • Birkebeineren Ski Stadium	1	1	1	1
Sledge Hockey	Arena (Lillehammer) • Kristen Hall	1	1	1	1
TOTAL 6 Sports 5 Sites 5 Facilities 2 Communities	Arenas Nordic Ski Centre • Range • Trails Alpine Ski Centre • Ski Hills Speedskating Ovals				2 1 1 1 1 1 1

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; U - University
2. Totals exclude double counting of facilities.

Appendix 3 (m): **Games Facility Profile^{pr} - Paralympic Summer Games (Atlanta, Georgia, USA. 1996)**

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Aquatics • Swimming	Pools • Olympic Natatorium • Georgia IT	2	2	2	2
Archery	Range • Stone Mountain Park	1	1	1	1
Athletics	Stadium/Track • Olympic Stadium	1	1	1	1
	Roadways	1	1	1	1
Basketball	Arenas • Alexander Memorial U'	1	1	1	1
	Gymnasium • Morehouse College	1	1	1	1
Boccia	Gymnasium • Emory U	1	1	1	1
Cycling	Roadways • Stone Mountain Park	1	1	1	1
Equestrian	Equestrian Centre • Georgia International Horse Park	1	1	1	1
Fencing	Gymnasium • Mercer U'	1	1	1	1
Football (Soccer Seven-a-Side)	Gymnasium •Clark-Atlanta U	1	1	1	1
Goalball	Gymnasium • Georgia State U	1	1	1	1
Judo	Gymnasium • Morris Brown U'	1	1	1	1
Lawn Bowls	Bowling Greens • Clark-Atlanta U'	1	1	1	1
Power Lifting	Theatre/Auditorium • Gwinnett Civic & Cultural Centre	1	1	1	1
Racquetball^{D}	Racquetball Club •Falcon's Sports & Fitness Complex	1	1	1	1
Shooting	Range • Wolf Creek Shooting Range	1	1	1	1
Table Tennis	Gymnasium • Gwinnett Civic & Cultural Centre	1	1	1	1
Tennis	Tennis Club/Courts • Stone Mountain Park	1	1	1	1

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Volleyball	Gymnasium • OMNI^{t}	1	1	1	1
Yachting^{D}	Yachting Club/Waterbody • Lake Lanier • Chattahoochee Bay	2	2	2	2
TOTAL	Arenas				2
19 Sports	Courts/Centres				2/
15 Sites	• Racquetball				1/
22 Facilities	• Centres				1/
6 Communities	Gymnasia				7
	Pools				2
	Ranges				2
	Roadways				1
	Sport Fields				0
	Stadia				1
	Theatre				1
	Tracks				1
	Waterbodies				2

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; ^{t} - Tentative Site; U - University; IT - Institute of Technology; ^{D} - Demonstration Sport

2. Totals exclude double counting of facilities.

Appendix 3 (n): **Games Facility Profile - Winter Olympic Games (Calgary, Alberta. 1988)**

SPORT	FACILITY LOCATION, TYPE and NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Alpine Skiing^{NHPC}	Hills/Runs • Mount Nakiska^{NHPC}	1/4	1/4	—	1/4
Biathlon	Trails, Range • Canmore Nordic Centre	1	1	1	1
Bobsleigh^{NHPC}	Bobsleigh Track^{NHPC} • Canada Olympic Park	1	1	1	1
Ceremonies	Stadium • McMahon Stadium				1
Cross-country Skiing	Trails • Canmore Nordic Centre	1	1	1	1
Curling	Arenas • Max Bell Arena Curling Rinks	1	1	1	1
Figure Skating	Arenas	3	2	--	4
	• Saddledome Arena	1			
	• Stampede Corral	1			
	• Father David Bauer	1	1		
	• Jimmie Condon Arena		1		
Freestyle Skiing	Ski Hill • Canada Olympic Park	1	1	1	1
Hockey^{NHPC}	Arenas	3	2	--	4
	• Saddledome	1			
	• Stampede Corral	1			
	• Father David Bauer^{NHPC}	1	1		
	• Norma Bush Arena		1		
Luge^{NHPC}	Luge Track^{NHPC} • Canada Olympic Park	1	1	1	1
Nordic Combined	Jump Hills • Canada Olympic Park	1	1	1	1
	Trails • Canmore Nordic Centre	1	1	1	1
Ski Jumping	Hills/Jumps • Canada Olympic Park	1/2	1/4	1/2	1/4
Speedskating^{NHPC} • Long Track	Oval^{NHPC}	1	1	1	1
	• UC Olympic Oval^{NSC}	1			
• Short Track	Arenas	1	1	1	1
	• Max Bell Arena	1			

SPORT	FACILITY LOCATION, TYPE and NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
TOTAL	Arenas				5
	Curling Rinks				1+
11 Sports	Hills				2
10 Sites	• Alpine Ski Runs				1/4
13 Facilities	• Ski Jumps				1/6
2 Communities	Nordic Centre				1
	Ovals				1
	Range				1
	Stadia				1
	Tracks				1/2
	• Bobsleigh				1/1
	• LugeTracks				1/1
	Trails				1
	Villages				4
	• Athletes				2
	• Media				2

NOTES:

1. Legend: N - new facility; ^{U} - upgraded facility; T - temporary facility; UC - University of Calgary; NSC - National Sport Centre; ^{NHPC} - National High Performance Centre; $^{N/RHPC}$ - National/Regional High Performance Centre.
2. Totals exclude double counting of facilities.

Appendix 3 (o): **1995 Financial Status of CODA's Endowment Funds**

Fund	Original Capital (A)	Income (B)	Interest Rate (B/A)		Allocation to Expenses (C)	Interest Rate (C/(A+B)		Current Value (A+B+C)	Market Value
			1988-95	Annual		1988-95	Annual		
Olympic Endowment Fund (OEF) ● Canada Olympic Park (COP) ● Oval OEF Capital Reserve	33,939,339	21,088,434 2,552,550[1] *23,640,984*	69.7	9.95	(14,444,274)	25.1	3.58	43,136,046	107,813,387
OCO Fund Trust	36,512,213	23,201,176	63.5	9.07	(17,191,576)	28.8	4.11	42,521,815	
OCO II (CODA General Fund)	10,000,000							10,000,000	20,249,331
OCO III (CODA General Fund) ● Canmore Nordic Centre ● Haig Glacier	4,738,756							5,036,336 1,397,665[2] 6,434,001	
COP Capital Reserve	5,054,327				(229,431)	4.45	0.065	4,824,896	
Sub-Total (Restricted Funds)	**85,290,308**	**46,842,160**	**54.98**	**7.86**	**(31,635,850)**	**25.9**	**3.70**	**106,916,758**	**128,062,718**
OCO '88 Legacy Contribution ??	19,917,638								
Calgary Winter Festival Fund	2,603,831	1,112,416	42.7	6.10	(1,437,434)	38.68	5.53	2,278,813	
Naturbahn Capital Renewal Fund	100,000[3]	61,140	61.14	10.19	(31,580)			29,560	
City of Calgary Archive Fund	500,000	241,893	48.38	6.91				483,413	
National Sport School Fund		5,885		5.89	—			105,885[4]	
TOTAL	**88,494,139** 108,411,777	**47,903,494**	**54.13**	**7.73**	**(33,104,864)**	**26.2**	**3.74**	**109,814,429**	

Source: ● CODA. (June 30, 1995). *Financial Statements*. Notes: [1] Oval OEF Capital Reserve; [2] Unrestricted; [3] Transferred to National Sport School; [4] Transferred from Naturbahn Capital Renewal Fund

Appendix 3 (p): **1995 Financial Perspective of Calgary's Olympic Facilities**

AGENCY / Location	ITEM	COSTS		
		Total	High Performance Category	
			Facility Operation	Sports Programs
	EXPENSES			
Canada Olympic Park	Personnel	4,617,955	2,308,978	
	Utilities	459,229	229,615	
	Repairs, Supplies, Services	2,056,858	1,378,095	
	Sports and other Grants	820,283		820,293
	Capital Reserve Fund	834,632	559,203	
	Interest	41,331	41,331	
	Commercial Operations	1,045,682		
	Other	974,385		
Olympic Oval	Operations	2,000,000	982,550	100,000
	Capital Reserve Fund	366,856	366,856	
Haig Glacier/ Canmore Nordic Centre	Operations	214,552	214,552	
National Sports Centre	Operations	1,000,000		1,000,000
	Sub-Total	**13,431,763**	**6,081,180**	**1,920,293**
	REVENUES			
Canada Olympic Park	Fund Allocation	*5,819,234*	5,819,234	
	• OCO Trust Fund	3,102,285		
	• OEF	2,468,930		
	• Other	248,019		
	Saddledome Foundation	100,000		100,000
	Recreation, Competition	1,603,098		485,787
	Interest	1,109,853	1,109,853	
	Commercial Operations	3,525,751		
	Other	71,548		
Olympic Oval	Operations	526,175		100,000
National Sports Centre	Operations	1,000,000		800,000
	• Sport Canada	700,000		
	• CODA	100,000		
	• Private	200,000		
	Sub-Total	**13,755,659**	**6,929,087**	**1,485,787**
	BALANCE	**323,893**	**847,907**	**(434,506)**

Sources:
- Calgary Olympic Development Association (CODA). (June 30, 1995). *Financial statements.*
- Henwood, Dale. President, National Sport Centre Calgary (NSCC).
- Neill, Bill. Vice-President, Finance, CODA.
- Priestner Allinger, Cathy. Manager, Olympic Oval.

Appendix 3 (q): **Games Facility Profile - Summer Olympic Games (Montréal, Québec. 1976)**

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Aquatics	Pools	2	6	2	8
• Diving	• Olympic Pool^{N}	1		1	
• Swimming	• Claude Robillard^{N}	1		1	
• Synchro	• Pointe Claire Pool		1		
• Waterpolo	• Collège du Vieux-Montréal		1		
	• U Montréal PEPS Pool		1		
	• Sir Wilfred Laurier Pool		1		
	• Baldwin Pool		1		
	• Taillon Pool		1		
Archery	Ranges	1	2	1	2
	• Joliette^{N,u}	1	1	1	
	• Pierre Bédard Park		1		
Athletics$^{N/RHPC}$	Stadiums	1			1
	• Olympic Stadium^{N}	1			
	Tracks		4		4
	• Olympic Stadium			1	
	• Pierre Charbonneau Centre^{N}		1	1	
	• Claude Robillard		1		
	Centre$^{N,N/RHPC}$		1		
	• Kent Park^{N}		1		
	• Étienne Desmarteau	1	1		1
	Centre^{N}	1	1		1
	Roadways	1		1	
	Parks	1		1	
Basketball	Arenas	2	2	2	2
	• Montreal Forum	1		1	
	• Étienne Desmarteau Centre^{N}	1		1	
	Gymnasia				
	• McGill U Sir Arthur Currie		2		2
	• Rosemount HS				
Boxing	Arenas-Rings	2		1	2
	• Montreal Forum	1-2		1	
	• Maurice Richard Arena	1-12			
	Gymnasia-Rings		2		2
	• És Calixa-Lavallée				
	• És Émile-Nelligan				
Canoeing	Basin^{N}, Olympic Regatta Lake	1	1	1	1
	• St. Lawrence River/ Notre Dame Island				
Cycling					
• Road	Roadways	2	2	2	2
	• Fairview:Trans-Canada Hwy				
	• Mount Royal Park				
• Track	Velodrome	1	1	1	1
	• Olympic Velodrome^{N,u}				
Equestrian	Centres/Rings-Courses	2/2	2/2-4	2/2	3/3-4
	Equestrian Centres	1/1			2/2-4
	• Bromont^{N}	1/1	1/1-3	1/1	1/1-3
	• St. Helen's Island		1/1-1		1/1-1
	Stadium	1/1		1/1	1/2
	• Olympic Stadium				

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Fencing	Arenas-Pistes	2		2	2
	• U Montréal Winter Stadium	2-11		2-11	
	Gymnasium		2		2
	• U Montréal PEPS		2-17		
Football (Soccer)^{RHPC}	Stadium	2	2	2	4
	• Olympic Stadium^{N}	1		1	
	• Sherbrooke Stadium^{N}	1		1	
	• Toronto Varsity Stadium		1		
	• Ottawa Lansdowne Park		1		
	Soccer Fields		5		5
	• Claude Robillard^{N,RHPC}		1		
	• Jarry Park		1		
	• D'Auteuil Park				
	• Champêtre Park				
	• Parc et És Louis-Riel				
Gymnastics$^{N/RHPC}$ • Artistic	Arena	1		1	1
	• Montreal Forum				
	Gymnasia		3		3
	• William Hingston CS				
	• És Georges-Vanier				
	• És Louis-Riel				
Handball (Team)$^{N/RHPC}$	Arenas	2		2	2
	• Montreal Forum				
	• Sherbrooke Sports Palace				
	Stadium (indoor)	1		1	1
	• Laval U PEPS - Québec City				
	Gymnasia		5		5
	• Claude Robillard Centre$^{N,N/RHPC}$				
	• Collège du Vieux-Montréal				
	• Collège André-Grasset				
	• Collège Ahuntsic				
	• Collège Maisonneuve				
Hockey (Field)	Stadium	1		1	1
	• McGill U Molson Stadium^{U}	1		1	
	Pitches		2		2
	• Claude Robillard^{N}		1		
	• U Montréal Winter Stadium		1		
Judo	Velodrome	1	1	1	1
	• Olympic Velodrome^{N,a}				
	Gymnasium		1		1
	• És Louis-Joseph Papineau				
Modern Pentathlon		5	5	5	5
• Equestrian	Bromont Equestrian Centre^{N}				
	Les écurries Robespierre				
• Fencing	U Montréal Winter Stadium				
• Shooting	L'Acadie Shooting Club				
• Running	Maisonneuve Park				
• Swimming	Olympic Pool^{N}				
Rowing	Basin^{N}, Olympic Regatta Lake	1	1	1	1
	• St. Lawrence River/ Notre Dame Island				

SPORT	FACILITY LOCATION, TYPE AND NUMBER				
	Location / Type	Competition	Training	Warm-up	Total
Shooting	Ranges	1	1	1	1
	• L'Acadie Archery Club^{*,T}				
Volleyball	Arenas	2		2	2
	• Montreal Forum				
	• Paul Sauvé Centre				
	Gymnasia		3		3
	• És Lucien-Pagé				
	• Ép d'Anjou				
	• És Édouard-Montpetit				
Weightlifting	Arena-Platforms	1-1	1-4	1-1	2-5
	• St Michel Arena	1-1			
	• Villeray Arena		1-4		
Wrestling^{RHPC}	Arenas-Mats	2-8		2-8	2-8
	• Maurice Richard Arena				
	Gymnasia-Mats	1-4		1-4	
	• Pierre Charbonneau Centre	1-4		1-4	
	• Centre and ÉS Père Marquette Centre		1-12		1-12
Yachting	Olympic Yachting Centre	1	1	1	1
	• Kingston, Lake Ontario^{U}				
Ceremonies	Olympic Stadium^{N}				1
TOTAL	Arenas				8
21 Sports	Auditorium				
55 Sites	Equestrian Centres				2
65 Facilities	Gymnasia				20
11 Communities	Pools				8
	Ranges				3
	Roadways				4
	Sports Fields				12
	• Field Hockey				3
	• Soccer				9
	Stadia				6
	Tracks				6
	Trails				2
	Velodromes				1
	Villages				3
	• Athletes				2
	• Media				1
	Waterbodies				2
	• Basins				1
	• Lakes				1

NOTES:

1. Legend: ^{N} - new facility; ^{U} - upgraded facility; T - temporary facility; * - unused sports facility, post-Games period; És - École secondaire; CS - Comprehensive School; U - University
   ^{NHPC} - National High Performance Centre; ^{RHPC} - Regional High Performance Centre;
   $^{N/RHPC}$ - National/Regional High Performance Centre.
2. Totals exclude double counting of facilities.
3. High Performance Centres also are located at Maurice Richard Arena for Short Track Speedskating (NHPC); at Pierre Charbonneau Centre for Gymnastics (NHPC); and at Concordia University for Wrestling (RHPC).

Appendix 4 (a): **Athletes' Questionnaire (Structured)**

University of Alberta
Department of Physical Education and Recreation

Questionnaire on
Planning National Sport Facilities for High Performance Athletes

This questionnaire is being distributed to athletes training at national or regional high performance centres in Canada. The purpose of the questionnaire is to measure the athlete's needs for competitive training facilities and for support services at these facilities. Your input to this questionnaire will assist in the collection and analysis of data on athletes' perspectives and relative performance at national sport facilities to complete a Masters thesis on "**Planning National Sport Facilities for High Performance Athletes - Economic and Land Use Models**." All information stemming from this questionnaire will be confidential. Please return the questionnaire to the registration desk (at the ________________) or enclose it in the self-addressed envelope to the address by _____ __, 199_. Thank you for time and input to this questionnaire.

John Cushing, Graduate Student
University of Alberta

---

1. What is your sport, speciality, and athlete carded level?

   Sport:________________ ; Event(s):______________________ ; Level:__

2. Where do you do your training and in what proportion?

   Location(s): ________________________; Proportion: ___%
   ________________________; Proportion: ___%
   ________________________; Proportion: ___%

3. Mark ("x") any of the following which describes where you do your training:

   National High Performance Centre __ ; Regional High Performance Centre __ ;

   Club __ (specify ________________); Team Franchise __ (specify ______________);

   University __ ; High School __ ; Municipal Recreation Centre/Park __ ;

   Private or Non-Profit Athletic Centre __ ; Your (home) town: __ (specify _______);

   Other: (specify _________).

4. What are the minimum facility requirements and support services you need to do your training?

   ____

   ____

5. Which support services are provided at the location you do most of your training?

____

____

6. Is it necessary to have **all** support services provided at the location(s) you train?
Yes __ ; No __ ; Why?

____

____

7. Are the facilities you use adequate for training? Yes ___ ; No ___ ;
Comments:

____

____

8. What improvements should be made to the facilities to enhance your performance?

____

____

9. In which of the above locations (in Question #2 and/or #3) have you made the most improvement in your performance?

____

For what reasons?

____

____

10. Do you have any other comments with respect to the use of facilities and provision of support services for training and competition?

____

____

11. Would you like to be contacted to discuss further issues stemming from the above answers?

No __ ; Yes __ Name ____________________; Tel. No.: _______________ .

11/07/95

Appendix 4 (b): **Athletes' Questionnaire (Semi-Structured)**

University of Alberta
Department of Physical Education and Sport Studies

Interview Questionnaire (Athletes) on Planning National Sport Facilities for High Performance Athletes

1. What is your sport, speciality, and athlete carded level?
   Sport:________________ ; Event(s):____________________________ ; Level: __.

2. Could you describe your career training as an athlete, and indicate major Games or single event championships you have competed?

3. What is your athlete status?

4. In which facilities and location(s) do you do most of your training? Are these facilities located at?:
   National High Performance Centre __ ; Regional High Performance Centre __ ;
   Club __ (specify ____________) ; Team franchise __ (specify ________________);
   University __ ; High School __ ; Municipal Recreation Centre/Park __ ;
   Private or Non-Profit Athletic Centre __ ;
   Your (home) town: __ (specify: ___________) ; or Other: (specify ______________).

5. How important are facilities in your training? What would you consider to be the minimum requirements of a training facility? Would these requirements vary as you progressed to be an athlete (at the developing stages to being an international competitor)?

6. Is the location of the facility important to you in order for you to train and compete to your maximum performance? In which facilities have you made the most improvement and reached your top performance in your sport? For what reasons?

7. What do you consider to be the best facilities for your sport in Canada: first for competition; and second for training? For what reasons? (What are the best facilities in the World for competition and for training, and for what reasons?)

8. In terms of competition, what makes you a better athlete than other athletes from other countries, and vice versa? Are the facilities a determining factor?

9. What has been the legacy of facilities newly developed or upgraded for a major Games or single event championship in which you have competed in Canada?

10. What would you recommend is required for further research in providing better facilities for high performance athletes? Are there any athletes or sport officials I should talk to about this subject?

Thank you for time and input to this questionnaire. 9/07/95

Appendix 4 (c): **Statistics on Winter Sports Facilities Use and Costs**

ITEM	FACILITY TYPE / LOCATION						
	Ski Jumps					Bobsleigh/Luge	
	COP Calgary	Big Thunder Thunder Bay		Lake Placid New York	Park City Utah	COP Calgary	Lake Placid New York
Year of Data	1993-4	1990-91	1994-95	1994-95	1995	1994-95	1994
Technical Data • Size • Number • Seating	K15,30,50,70,90 5 jumps 30,000-50,000	K10,20,37,64,70,90 6 jumps 10,000		K20,48,90 4 jumps 20,000	K90,120	1 run	2 runs
High Performance Sport / %	Yes	Yes	Yes	Yes	Yes	Yes / 72%	Yes
Number of Jumps-Runs Number of Users (Pub / HP) [HP] (Resident / International)	27,373			24,971	17,588 595 (486/109)[Sum]	23,638 11,599 / 12,039 511 (318/193)	20,000 [est]
Capital Costs (Initial) (Expansion)	11,500,000 241,000+					22,400,000[1]	
Year Built (Initial) (Expansion)	1987 1988-91	1975 1979,83,94		1980		1987	
Expenses Operating Capital		1,987,670 1,040,140 947,530	740,000 740,000	n.a.			
Revenues Public Private		1,578,043 1,353,900 224,143	490,000 305,000 185,000				
Balance (Deficit)		(409,627)	(250,000)				
Recovery Rate		11.3%	25.0%				
Cost per Jump-Run/Person							

NOTES: Legend - [HP] - High Performance use; [Pub] - Public use; [est] - estimate; [Sum] - Summer users only; [1] - includes total costs of refrigeration plant.

Appendix 4 (c): **Statistics on Winter Sports Facilities Use and Costs**

ITEM	FACILITY TYPE / LOCATION		
	Speedskating		
	Olympic Oval U Calgary	**Anneau Gaétan Boucher Ste-Foy**	**Sargent Park Winnipeg**
Year of Data	1993-94	1994-95	1994-95
Technical Data • Size • Number • Seating	400m oval indoor/artificial 2,000	400m oval outdoor/artificial 250	400m oval outdoor/natural
High Performance Sport / %	Yes / 38.3%	Yes / 40.7%	Yes / 100%
Number Users Number of People^{HP} Resident / International Hours of Use	260,000 (72,000^{Pub}) 120-420^{HP} 2,748	51,989 300^{HP} 832	1,800 30^{HP} 360 ^{est}
Capital Costs (Initial) (Expansion)	39,000,000	3,000,000	
Year Built (Initial) (Expansion)	1987	1985	
Expenses Operating Capital	2,012,181	413,086	49,061
Revenues Public Private	559,985	82,912	
Balance (Deficit)	(1,452,196)	(330,174)	(49,061)
Recovery Rate	27.8%	20.1%	0%
Cost per User/Person ($)	7.74	7.96	27.25

NOTES: Legend: - ^{HP} - High Performance use; ^{Pub} - Public use; ^{est} - estimated.

Appendix 4 (d): **Statistics on Swimming Pools Use and Costs**

ITEM	TYPES OF POOL OPERATIONS / LOCATION								
	Municipal								Province
	Claude Robillard	Pointe Claire	Thunder Bay	Pan-Am	Lindsay Park	Kinsmen	Kamloops	Saanich	Montreal Olympic
Year of Data	1987 (10 mo)	1986-87	1993	1994	1995	1994	1995-6^{L}	1995/6	1990/91
Number of Pools	2	3	1	3	2	4	2	2	6
Length	50/21	50/25yd	77	50/50	50	50/25	50	50/50	50/50
Lanes	10/Dive	6	8	8/8	8	8/4	8	8/6	10/5
Surface Area (m^2	1,670	1,650 ?	1,540	2,635	1,000	2,280		2,000	2,552
Capacity (Persons)				882			850		
Diving Platforms	10/...1	10/..1	10/...1	10/...1	10/...1	10/...1	10/...1	10/...1	10/...1
Seating (Perm/Temp)	2,650/	800/	___/	2,300/	_.___	4,700/	250/	800/	3,000/
Annual No. Pool Users	358,000	261,000	167,000	351,868	?		36,180/	386,028	232,117/
Total Users (Centre)			450,000		1,296,874	690,244	160,200^{L}	524,750	9,285^{P}
High Performance Sport/%	Yes/38.5	Yes	Yes (Diving)	Yes/21.4	Yes/23.8	Yes (Synchro)	Yes/27.1/145^{P}	Yes/16.7	Yes/13.4
Year Built (Initial)	1976	1966	1981	1967	1983	1977-78	1993	1993	1976
(Expansion)				1993			1995^{L}		
Capital Costs (Initial)	50,000,000	_.___.___?	7,100,000	3,000,000	27,000,000	8,829,800	6,315,675	. 16,000,000	55,000,000
(Expansion)				3,058,000			1,078,500^{L}		
Expenses Pool	920,000	1,247,800		1,189,230			1,518,600/	2,584,000	2,816,135
Centre	5,000,000+		2,427,200		2,853,215	2,200,000	2,130,600^{L}		
Revenues Pool	30,000	641,300		963,274			246,500/	2,000,000	681,667
Centre			1,968,390		3,343,002	1,801,912	498,500^{L}		
Balance (Deficit) Pool	(890,000)	(606,500)		(225,956)			(1,272,100)/	(584,000)	(2,134,468)
Centre	(5,000,000+)		(458,810)		489,787	(398,088)	(1,632,100)^{L}	340,000^{OTF}	
Recovery Rate (%)	3.0	51.0	81.1	81.0	117.2	81.9	16.2/23.4^{L}	77.4/90.6^{TF}	24.2
Cost per User / Person ($)	3.88	4.78	5.39	3.38	2.20	3.19	41.97/13.30^{L}	4.92/4.28^{TF}	12.13/303.30^{P}

NOTES: Legend: ^{OTF} - Operating Trust Fund (Saanich Pool); ^{L} - Addition of Leisure components (Kamloops Pool); ^{P} - No. of individual persons using the pool.

Appendix 4 (d): **Statistics on Swimming Pools Use and Costs**

ITEM	TYPES OF POOL OPERATIONS / LOCATION				
	University				
	Laval	**Montréal**	**Sherbrooke**	**CEGEP Montpetit**	**Calgary**
Year of Data	1986-87	1986-87	1986-87	1986-87	1994
Number of Pools	1	2	1	1	1
Length	50	50/?	50	50	50
Lanes	8	8	8	6	8
Surface Area (m^{2}	1,100	1,310	1,100	1,000	1,000
Capacity (Persons)					
Diving Platforms	10/...1	10/...1	5/...1	5/...1	
Seating (Perm/Temp)	650/	500/	250/	500/	
Annual No. Pool Users	230,000	240,000	225,000	163,000	n.a.
Total Users (Centre)		1,000,000	660,000		
High Performance Sport / %	Yes	Yes	Yes	Yes	Yes / 30%
Year Built (Initial) (Expansion)	1970	1977	1979	1980	1972
Capital Costs (Initial) (Expansion)					
Expenses Pool Centre	324,350	606,400	340,000	175,000	155,000
Revenues Pool Centre	263,500	499,000	186,000	220,000	110,000
Balance (Deficit) Pool Centre	(56,850)	(107,200)	(154,500)	45,000	(45,000)
Recovery Rate (%)	82.5	82.3	55.0	125.7	71.0
Cost per User / Person ($)	1.41	2.53	1.51	1.07	
NOTES:					

Appendix 4 (e): **Classification of Selected Competition Swimming Pools in Canada**

POOLS	CLASSIFICATION				DEVELOPMENT					
	International		National		Year	Purpose (Games)				
	50m Long Course	25m Short Course	50m Long Course	25m Short Course		Olympic Games	Pan Am Games	Common-wealth	Canada Games	Other
Pan-Am Pool	x	x	x	x	1967		x			
Dalhousie University Pool		x	?	x	1969				x	
University of Laval Pool		x	?	x	1970					x
New Westminister Aquatic Centre		x	?	x	1973				x	
Montreal Olympic Pool	x		x		1976	x				
Claude Robillard Centre		x	x	x	1976	x				
Etobicoke Olympium		x	x	x	1976					x
St. John's Aquarena		x	?	x	1977				x	
Edmonton Kinsmen Pool	x	?	x		1978			x		
Nepean Sportsplex		x	x	x	1978?					x
Thunder Bay Canada Games Complex		x		x	1981				x	
Saint John Canada Games Pool		x	?	x	1983				x	
Lindsay Park Aquatic Centre		x	x	x	1983					x
Saskatoon Harry Bailey Aquatic Centre		x	x	x	1989				x	
Kamloops Canada Games Pool		x	?	x	1993				x	
Saanich Commonwealth Pool	x	x	x	x	1993			x		
UBC Aquatic Centre		x	x	x	?					x
Regina Aquatic Centre		x	?	x	?					x
Brantford Aquatic Centre		x	?	x	?					x
TOTAL (19 Pools)	4	17	10 / 8 (?)	17		2	1	2	7	7

Appendix 4 (f): **Typology on the Spectrum on Land/Stadia/Franchise Ownership (1995)**

DEGREE OF OWNERSHIP

TYPES OF OWNERSHIP

	Land	Stadia	Franchise

PUBLIC
(Pub/Comm)

Model 4 (All Public - Public Land, Stadia and Franchise)

Pub	Pub	Pub/Comm

- Regina Taylor Field (football)
- Edmonton Commonwealth Stadium (football)[1]
- Hamilton Ivor Wynne Stadium (football)[1]

Model 3 (Mixed - Public Land and Stadia; Private Franchise)

Pub	Pub	PR

- Toronto SkyDome (baseball, football, basketball)
- Montreal Olympic Stadium (baseball)[1]
- Calgary McMahon Stadium (football)[1]
- Vancouver BC Place Stadium (football)
- Ottawa Lansdowne Park (football)

Model 2 (Mixed - Public Land; Private Stadia and Franchise)

Pub	PR	PR

- Winnipeg Polo Stadium (football)
- Winnipeg Arena (hockey)
- Calgary Olympic Saddledome (hockey)[1]
- Edmonton Northlands (hockey)[1]

Model 1 (All Private - Private Land, Stadia and Franchise)

PR	PR	PR

- Vancouver Arena (hockey/basketball)
- Toronto Maple Leaf Gardens (hockey)
- Montreal Forum (hockey)
- Ottawa Palladium (hockey)

PRIVATE
(PR)

DEGREE OF OWNERSHIP

	Land	Stadia	Franchise

TYPES OF OWNERSHIP

Notes: [1] - Stadia/Arenas built or upgraded in the hosting of major games events.

Appendix 4 (g): **Alberta Alpine Skier Projections and Statistics - Rocky Mountain Ski Areas**

	Louise	Sunshine	Norquay	Marmot	Nakiska	Fortress	Other	Total
SKIER CAPACITY (Skier-days/day)								
Actual 1975/76	3,000	2,000	1,000	2,000		2,000		10,000
Projection 1990/91	6,500	6,500	4,000	5,000		2,000	6,000[1]	30,000
Actual 1990/91	8,500	7,500	2,400	5,000	4,000	2,000		29,400
SKIER VISITS								
Actual 1975/96	210,000	270,000	57,000	150,000		62,000		749,000
Projection 1990/91								2,245,000
Actual 1987/88	343,000	304,000	50,000	121,000	75,000	94,000		987,000
Actual 1990/91	480,900	295,400	111,600	225,000	136,800	112,400		1,361,300

Sources: Louise: Charlie Locke, John Ross; Sunshine: John Scurfield; Norquay: Rob Coté; Marmot: Brian Rhodes; Fortress & Nakiska: John Ross.

Alberta Business Development and Tourism & Travel Alberta. (1976). *1976 ski industry evaluation study*.

Notes: [1] - Skier capacity for Spray Lakes private development proposal.

Skier capacity - the average "comfortable" capacity (average 15-minute waiting period for lifts).

Appendix 5 (a): **Components of High Performance Centres (1983-94)**

COMPONENTS	**CENTRE TYPE**		**1983**	**1989-92**	**1994**
	Single	**Multi**			
FACILITY				a	
• International standard sport dimensions, surfaces	x	x	x		x
• Supplementary training facilities	x	x	x		x
• Dryland training areas	x	x	x		x
• Training competition opportunities	x	x	x		x
• Spectator seating (if used for competition)	pr	x	pr		x
• Sports Equipment	x	x	x		x
• International standard	x	x	x		x
• Convenient access	x	x	x		x
• Locker Rooms (permanent)	x	x	x		x
• Meeting Rooms	x	x	x		x
• VTR Equipment, computers	x	x	x		x
• Access	x	x	x		x
• Convenient, appropriate duration, suitable time	x	x	x		x
• Sport specific exclusivity	x	x	x		x
• Contractual agreement with facility owner(s)	x	x	x		x
• Insurance for facility use	x	x	x		x
• Maintenance (regular)	x	x	x		x
• Contingency plans for upgrading and additions	x	x	x		x
• Geographically and demographically suitable location	x	x	x		x
ATHLETE SUPPORT SERVICES				a	
• Educational Services (with flexible programming and timing)	x	x	x	a	x
• Sport School	x	x	x		x
• Language requirements	x	x	x		x
• Employment Opportunities (with flexible working schedules)	x	x	x		x
• Financial	x	x	x	a	x
• Athlete Assistance Program	x	x	x	a	x
• Career Development	x	x	x	a	x
• Career Counselling	x	x	x		x
• Job Search	x	x	x	a	x
• Transition/Retirement	x	x	x		x
• Professional Development	x	x	x		x
• Public Speaking					
• Sponsorship	x	x	x		x
• Media Relations	x	x	x		x
• Seminars	x	x	x		x
• Athlete Advisory Council	x	x	x		x
• Personal Development		x	x		x
• Counselling (isolation, cultural, stress)	x	x		a	x
• Family Support	x	x	x		x
• Accommodation	x	x	x		x
• Proximity to centre	x	x	x		x
• Subsidized	x	x	x	a	x
		x			x

COMPONENTS	CENTRE TYPE		1983	1989-92	1994
	Single	Multi			
COACHING				a	
● Qualifications (NCCP - Levels 4,5)	x	x	x	a	x
● Salaries, benefits		x		a	x
● Full time		x		a	x
● Professional development	x	x	x		x
● National Coaching Institute, NCCP		x			x
● Media	x	x	x		x
● Office/administrative support	x	x	x		x
● Support Staff	x	x	x	a	x
● Managers	x	x	x	a	x
● Assistant coaches	x	x	x	a	x
● Trainer/therapists	x	x	x		x
● Sport science and medicine	x	x	x		x
● Personal support	x	x	x		x
● Talent identification	x	x	x		x
● Sport technical services (e.g., audio/visual)	x	x	x		x
● Accommodation (subsidized)	x	x	x		x
SPORT SCIENCE				a	
● Facilities	x	x	x		x
● Laboratory	x	x	x		x
● Offices	x	x	x		x
● Seminar rooms	x	x	x		x
● Equipment	x	x	x		x
● Quality and uniformity	x	x	x		x
● Permanent	x	x	x		x
● Portable for field testing	x	x	x		x
● Audio/visual equipment	x	x	x		x
● Computers	x	x	x		x
● Staff	x	x	x	a	x
● Director		x		a	x
● Full time administrator/coordinator		x		a	x
● Scientists	x	x	x		x
● Technicians/assistants	x	x	x		x
● Professional Development		x		a	x
● Sport-specificity		x		a	x
● Educational seminars		x		a	x
● Testing Services	x	x	x		x
● Monitoring, Follow-up	x	x	x	a	x
● Program Description	x	x	x		x
● Consultation	x	x	x	a	x
● Research	x	x	x	a	x
● Disciplines	x	x	x	a	x
● Exercise Physiology	x	x	x	a	x
● Psychology	x	x	x	a	x
● Biomechanics	x	x	x		x
● Strength and conditioning/fitness		x			x
● Skill Development		x		a	x
● Biochemistry	x	x	x		x
● Nutrition	x	x	x	a	x
● Recovery - regeneration		x			x
● Planning and periodization		x			x

COMPONENTS	CENTRE TYPE		1983	1989-92	1994
	Single	Multi			
SPORT MEDICINE				a	
• Facilities	x	x	x		x
• Clinics	x	x	x		x
• Staff	x	x	x	a	x
• Sport medicine physicians	x	x	x		x
• Trainer/therapists	x	x	x		x
• Services	x	x	x		x
• Preventive medicine	x	x	x		x
• Physiotherapy	x	x	x		x
• Massage therapy	x	x	x		x
• Chiropractic services	x	x	x		x
• Dental care	x	x	x		x
• Sport vision, enhancement		x			x
• Drug awareness		x			x
• Seminars	x	x	x		x
ANCILLARY SERVICES					
• Accommodation	x	x	x		x
• Housing with families for young athletes	x	x	x		x
• Educational institutions	x	x	x		x
• Transportation	x	x	x		x
• Air	x	pr	x		x
• Ground (Public)	pr	pr	pr		pr
AGENCY SUPPORT					
• Community	x	x	x		x
• Media	x	x	x		x
• Employment	x	x	x	a	x
• Government	x	x	x	a	x
• Financial	pr	x	pr		x
• Athletes Assistance Program	x	x	x		x
• Corporate	x	x	x	a	x
• Financial	x	x	x		x
• Sponsorship		x	x		x
• Employment	pr	x	pr		x

Legend: x - Component specifically identified in document sources
pr - Component presumed to be identified
a - Component addressed in 1989 Symposium and 1992 federal policy document.

Sources:
1. Canada, Fitness and Amateur Sport. (1992). *Sport: The way ahead - Minister's Task Force on federal sport policy.*
2. Canada, Fitness and Amateur Sport. (1990). *For excellence: A symposium for Canadian high performance sport, February 12,13,14, 1989. - Proceedings.*
3. Commonwealth Centre for Sport Development. (1995). *Strategic plan.*
4. Johnston, R.J. (1994). *High performance training centres - Canadian examples.*
5. National Multi-Sport Development Centre Calgary. (1994). *Service directory.*
6. Sport Canada. (1983). *High performance sport centres: General criteria.*

Appendix 5 (b): **Survey Results of Athletes**

Item /	Sport Canada Survey		Cushing Survey		Support Services		Facility Adequacy		
Sport	Calgary	NSOs	Calgary	NSOs	On Site	Off site	Yes	No	Neither
# interviews	20	11	4	12					
# surveys	-	-	10	23					
# sports	14	11	12	18					
Alpine Ski	x	x	x	x (2)	2			2	
Athletics	x	x		x (10)	5	5	8	2	
Badminton	x	x							
Biathlon	x		x	x	y		y		
Bobsleigh x			x	y	y	y			
Canoeing				x					
Cross Country Ski	x	x	x	x	y				ne
Cycling	x	x	x	x					
Diving			x (1)	x	1	-	1		
Field Hockey				x					
Figure Skating				x					
Gymnastics				x (10)	4	6	8	2	
Hockey	x		x						
Luge	x	x	x	x	y		y		
Nordic Combined	x			x					
Shooting				x					
Ski Jumping	x		x	x	y				ne
Soccer				x (13)	8	3	13		
Speed Skating	x	x	x (3)	x	3		3		
Swimming	x	x	x (4)	x	-	-	3		
Synchro Swimming	x	x	x (1)	x	-	-	1		
Volleyball x	x		x (5)	-	-	5			

Notes: 1. Sports indicated in Cushing Survey include interviews with coaches and administrators in Calgary. Athletes under **NSOs** were interviewed or surveyed elsewhere in Canada.

2. **Legend**:

x - Sport contacted (interview, personal correspondence and / or survey).

(_) - Number of athletes interviewed or surveyed.

3. **Source**: Sport Canada. (1993). *Needs analysis consultations report - Appendix 5.*

Appendix 5 (c): High Performance Sport Centres in Canada - Summary (Prior to 1983 to 1995 and Beyond)

ITEM	< 1983	1983-87	1988-94	> 1995	TOTAL
● **No. Centres**	**18**	**124**	**142**	**57**	
● Adjustment[1]	0	25	5	0	
● Probable No. Centres	18	99	137	57	
● No. Centres Continued from Previous Period	0	18	83	55	
● **No. New Centres Created**	**18**	**106**	**59**	**2**	**185**
● **No. Centres Ended**	**0**	**41**	**87**	**0**	**128**
● No. Centres Ended from Previous Period	0	12	50	0	
● No. Centres Ended from Current Period	0	29	37	0	
● **Balance of Centres at end of Current Period**	**18**	**83**	**55**	**57**	
● No. Centres from Games[2,*]	3	27	38	26	
● No. Sports	8	28	31	19	
Ownership					
● University	13	53	55	24	
● Municipal	0	13	17	11	
● Quasi-Public	1	12	16	6	
● Private	2	25	41	8	
● Unknown	2	21	13	8	

NOTES:

[1] The adjustment is based on double counting of those centres which are assumed to be in the same facility, but have changed their designation during that period. Also, it is assumed that there may be double counting of those centres where there is a distinction between centres for men and women but are in the same city or facility.

[2] Those centres whose start dates have an asterisk (*) in Appendix 5 (e) are assumed to be at facilities that were built or upgraded for major games events including the Canada Games and any international games.

Appendix 5 (d): High Performance Sport Centres in Canada - By Location (Prior to 1983 to 1995 and Beyond)

LOCATION	Number of Locations-Facilities / Locations-Facilities from Games Events			
	≤ 1983	1983-87	1988-94	≥ 1995
Victoria	2 / 0	4 / 0	5 / 0	2 / 2
Vancouver	**4 / 0**	**13 / 0**	**12 / 1**	**6 / 1**
Other BC	0 / 0	1 / 0	2 / 0	1 / 0
Calgary	**1 / 0**	**5 / 1**	**13 / 8**	**9 / 7**
Edmonton	0 / 0	4 / 2	3 / 2	2 / 1
Other Alberta	0 / 0	0 / 0	3 / 0	1 / 0
Saskatoon	**1 / 1**	**1 / 1**	**3 / 2**	**3 / 3**
Regina	0 / 0	2 / 0	3 / 0	1 / 0
Winnipeg	**2 / 2**	**7 / 6**	**7 / 5**	**3 / 3**
Thunder Bay	0 / 0	2 / 0	3 / 1	2 / 1
London	0 / 0	2 / 0	2 / 0	2 / 0
Guelph	0 / 0	1 / 0	1 / 0	0 / 0
Kitchener	0 / 0	1 / 0	1 / 0	0 / 0
St. Catherine's	0 / 0	1 / 0	1 / 0	1 / 0
Hamilton	0 / 0	2 / 0	2 / 0	2 / 0
Oakville-Burlington	0 / 0	2 / 0	1 / 0	0 / 0
Mississauga	0 / 0	0 / 0	1 / 0	1 / 0
Toronto	**3 / 0**	**16 / 0**	**18 / 0**	**8 / 0**
Trent	0 / 0	1 / 0	1 / 0	0 / 0
Ottawa-Hull	2 / 0	7 / 0	4 / 0	1 / 0
Other Ontario	0 / 0	0 / 0	9 / 0	0 / 0
Montreal	**1 / 0**	**16 / 8**	**21 / 12**	**8 / 7**
Québec City	0 / 0	1 / 0	3 / 0	2 / 0
Other Québec	0 / 0	1 / 0	0 / 0	0 / 0
St. John	0 / 0	1 / 0	1 / 0	1 / 0
Moncton	1 / 0	2 / 0	1 / 0	0 / 0
Halifax	**1 / 0**	**3 / 2**	**3 / 2**	**1 / 1**
St. John's	0 / 0	2 / 0	2 / 0	0 / 0
Labrador City	0 / 0	1 / 0	1 / 0	0 / 0
Other Atlantic Region	0 / 0	0 / 0	0 / 0	1 / 0
Outside Canada	0 / 0	0 / 0	1 / 0	0 / 0
Unknown	0 / 0	10 / 0	0 / 0	0 / 0
TOTAL (Centres)	**18 / 3**	**109/ 20**	**128/ 34**	**57 / 26**
TOTAL (Locations)	**10**	**23 + 2**	**25 + 5**	**19 + 2**

NOTES: 1. The major cities (e.g. Vancouver, Toronto) include the metropolitan area. For Calgary, it includes the area for the 1988 Olympics (e.g. Canmore).

2. The number of locations-facilities will be less than the number of high performance centres in Appendix 5 (b), because of double counting depending on the classification of the centres.

Appendix 5 (e): **High Performance Sport Centres in Canada (1995 and Beyond)**

Sport	Subsport	Level	City	Site	Start Date	End Date
Athletics	Distance Distance Combined Sprints Combined Sprints Walks	Nat/Reg Nat/Reg Nat/Reg Nat/Reg Nat/Reg Nat/Reg Nat/Reg	Victoria Vancouver Saskatoon Winnipeg Toronto York Montreal	U. Victoria U.B.C.,S.F.U. U.Saskatchewan U. Manitoba U. Toronto York U. Claude Robillard	1991* 1986 1986* 1986* 1991 1985 1985*	
Badminton		National	Calgary	Glencoe Club	1985	
Baseball		Nat/Reg Nat/Reg	Vancouver Montreal	Whalley Stadium Claude Robillard	1986 1991*	
Bobsleigh		National	Calgary	Canada Olympic Park	1994*	
Boxing		Regional Regional	Lodgepole Montreal	__________ School Claude Robillard	1994 1994*	
Canoe	Whitewater Men Kayak Canoe Women Kayak	Nat/Reg Nat/Reg Nat/Reg Nat/Reg	Chiliwack Vancouver Mississauga Halifax	__________? Burnaby __________? Dalhousie U.	1994 1987* 1987 1986*	
Cricket		Nat/Reg	Toronto	__________?	1987	
Cross Country Skiing		National National National	Canmore Thunder Bay Québec City	Nordic Centre Big Thunder Mont Ste. Anne	1992* 1984 1992	
Gymnastics	Men Men Men	Nat/Reg Nat/Reg Nat/Reg	Saskatoon Toronto Montreal	U.Saskatchewan 5 Clubs Pierre Charbonneau	1991* 1991 1986*	
Handball	Women	Nat/Reg	Montreal	Claude Robillard	1987*	
Hockey		National	Calgary	Father Bauer Arena	1986*	
Luge		National	Calgary	Canada Olympic Park	1994*	
Rowing		Nat/Reg Nat/Reg	Victoria London	Elk Lake U.Western Ontario	1978* 1986	
Soccer		National Regional National Regional Regional	Burnaby Edmonton Hamilton Montreal St. John	Simon Fraser U. U. Alberta McMaster U. Claude Robillard __________?	1991 1986* 1986 1986* 1987	
Speed Skating	Long Track Short Track Long Track	National National National	Calgary Montreal Ste-Foy	Olympic Oval Maurice Richard Arena Gaetan Boucher Oval	1988* 1988* 1988	
Swimming		National	Calgary	U. Calgary	1995*	
Table Tennis		National	Ottawa	Carleton U.	1982	
Volleyball	Men Women	National National	Calgary Winnipeg	U. Calgary U. Manitoba	1979* 1992*	

Sport	Subsport	Level	City	Site	Start Date	End Date
Wrestling		Nat/Reg	Burnaby	Simon Fraser U.	1991	
		Regional	Calgary	__________?	1991	
		Regional	Saskatoon	U. Saskatchewan	1991*	
		Regional	Regina	__________?	1991	
		Nat/Reg	Winnipeg	U. Manitoba	1994*	
		Regional	Thunder Bay	__________?	1991*	
		Regional	London	U.Western Ontario	1986	
		Regional	St. Catherine's	__________?	1991	
		Nat/Reg	Hamilton	McMaster U.	1991	
		Regional	Montreal	Concordia U.	1994	
		Regional	Sackville	Mt. Allison U.	1995	
TOTALS **• No. Centres 57** **• No. Centres from Games* 26** **• No. Sports 19** **Ownership** **• University 24** **• Municipal 11** **• Quasi-Public 6** **• Private 8** **• Unknown 8**						
NOTES:	Source: Sport Canada. (February, 1995). *High performance sport centres.*					

Appendix 6 (a): City Share of Leisure Facilities: Relative Degree of Market Share

---

High/None
100% City,0% Others

Football Stadium
Hockey Arena
Speedskating Oval
Wading Pools
Beach Pavilions
Libraries

High/Low
100-60% City,0-40% Others

Neighbourhood Parks
Community Parks
Indoor Pools
Community Centres
Ball Diamonds
Multi-Use Fields
Allotment Gardens
Outdoor Rinks
Hockey Arenas
Playgrounds
Bocci Courts
Horseshoe Pits
Fitness Trails

Medium/Medium
60-40% City,40-60% Others

Tennis Courts
Track and Field
Cricket Pitches
Field Hockey Pitches
Artificial Turf Fields
City-Wide Parks
Rowing Course
Canoeing Course
Boardsailing
Toboggan Runs
Combination Fields
Soccer Fields
Boxing Halls
Exhibition Halls
Badminton Courts
Curling Rinks
Ski Hills
Cross-Country Ski Trails
Gymnasiums
Lawn Bowling Greens
Museums
Theatres
Art Studios
Dance Halls
Drama Centres
Art Galleries
Picnic Areas

Low/High
0-40% City,100-60% Others

Conservation Areas
Regional Parks
Outdoor Pools
Recreation Centres
Senior Centres
Youth Centres
Fitness Centres
Archives
Bowling Alleys
Stages
Bicycle Trails
Saunas
Launching Ramps
Golf Courses
Bandshells
Auditoriums
Amphitheatres
Golf Ranges
BMX Trails
Roller Skating Arenas
Snowmobile Trails
Concert Hall
Mini-Putt Courses
Nature Trails
Billiard Halls
Water Slides

None/High
0% City,100% Others

Marinas
Arboretums
Equestrian Centre
Shooting Range
Archery Range
Luge Run
Rugby Fields
Indoor Tennis Courts
Racquetball Courts
Squash Courts
Figure Skating Rinks
Outdoor Visual Arts
Floral Gardens
Cinema Halls

None/None
0% City,0% Others

Zoo
Aquarium
Velodrome
Athletic Fieldhouse
Wave-Action Pool
Theme Parks
Dive Tanks

Notes: 1. ▨ - Facilities used for major games events including facilities for cultural activities.

2. **Source:** Ottawa, City of (Department of Community Development). (1988). *Recreation facility management strategy* (p. 7).

Appendix 6 (b): City Share of Leisure Programmes: Relative Degree of Market Share

High/None *100% City,0% Others*	**High/Low** *100-60% City,0-40% Others*	**Medium/Medium** *60-40% City,40-60% Others*	**Low/High** *0-40% City,100-60% Others*		**None/High** *0% City,100% Others*	**None/None** *0% City,0% Others*
Winter Slide	Swimming	Arts/Crafts	Tennis	Basketball	Cricket	
	Recreational Skating	Pottery	Dancersize	Horseshoe Pitching	Rugby	
	Sledge Hockey	Minor Hockey Tournaments	Jogging	Lacrosse	Field Hockey	
	National Capital Marathon	Winter Carving	Running	Motocross	Shooting	
	Track and Field	Winter Camping	Speedskating	Scuba Diving	Archery	
	Business Olympics	Exercise Classes	Rowing	Volleyball	Sailing	
	Big Band Dances	Skating	Canoeing	Netball	Yachting	
	Winter Indoor Games	Disabled Sports	Water Skiing	Waterpolo	Motor-Boating	
	Exhibitions	Fishing Derbys	Boardsailing	Weightlifting	Fishing	
	Outdoor Hockey	Outdoor Skating	Synchronized Swimming	Adult Hockey	Roller Skating	
	Ethnic Festivals	Winter Carnivals	Soccer	Ball Hockey	Squash	
	Senior Adult Games	Concerts	Alpine Skiing	Video Games	Racquetball	
	Leadership Training	Aerobics	Cross Country Skiing	Snowmobiling	Indoor Tennis	
	Day Camps	Music Festivals	Minor Hockey	Performance Arts	Bowling	
		Hockey Schools	Ringette	Theatre Arts	Golf	
			Figure Skating	Visual Arts	Boxing	
			Ice Fishing	Dancing	Fencing	
			Winter Sliding	Ballet	Orienteering	
			Gardening	Combatives	Flower Shows	
			Outdoor Swimming	Gymnastics	Handball	
			Camping	Badminton	Hang Gliding	
			Indoor Running	Curling	Parasailing	
			Fitness Classes	Broomball	Billiards	
			Lawn Bowling	Beach Volleyball		
			Winterlude	Snowboarding		
			Festival of Spring			
			Central Canada Exhibition			

Notes: 1. ▨ - Sports and cultural activities organized for a major games event.

2. **Source**: Ottawa, City of (Department of Community Development). (1988). *Recreation facility management strategy* (p. 8-9).

Appendix 7 (a): Athlete/Event/Facility Matrices

A. ATHLETE

A1. Sport
A2. Coach
A3. Age
A4. Performance
A5. Training
A6. Support Services
A7. Equipment
A8. Economic Status

E. EVENT

E1. Sport
E2. Standards
E3. Competition
E4. Training
*E5. **Image***

F. FACILITY

F1. Location
F2. Access
F3. Ownership
F4. Standards
F5. Sport(s)
F6. Costs
F7. Training
F8. Life Cycle

Athlete/Facility Matrix

	F1	F2	F3	F4	F5	F6	F7	F8
A1	1	1	1	1	na	4	1	5
A2	2	3	na	1	1	4	1	5
A3	2	1	1	1	1	1	1	na
A4	4	2	4	1	1	4	1	4
A5	1	1	1	1	1	1	na	4
A6	1	1	1	1	1	2	1	5
A7	3	1	1	1	3	5	1	5
A8	na	1	5	na	2	2	1	5

Event/Facility Matrix

	F1	F2	F3	F4	F5	F6	F7	F8
E1	1	1	1	1	na	1	1	4
E2	1	1	1	na	1	1	1	5
E3	1	4	3	1	1	1	1	5
E4	1	1	1	1	1	2	na	5
E5	1	4	1	2	4	1	2	4

Future
National Sport Facility
Development [3]

-----> ***TIME*** [4]
SPACE [4]
TECHNOLOGY [4]
WHY? [4]
How Many? [4]
Where? [4]
When? [1]
How? [4]
By Whom? [4]

Athlete/Event Matrix

	E1	E2	E3	E4	E5
A1	na	1	1	1	2
A2	4	na	1	1	4
A3	4	1	1	1	2
A4	1	1	1	1	1
A5	1	1	1	na	2
A6	1	1	4	1	2
A7	1	4	5	1	4
A8	4	na	5	1	5

Legend

1	Relationship addressed, well defined, and resolved.
2	Relationship addressed, well defined, but not resolved.
3	Relationship addressed, but not well defined, and resolved.
4	Relationship addressed, but not well defined, and not resolved.
5	Relationship not addressed.
na	Not applicable

Appendix 7 (b): **List of Future Games Events to be Hosted in Canada (1997-2010)**

EVENT	YEAR	ASSOCIATION		CITIES	APPROVALS
		National	**International**		
Olympics (Winter)	2006	COA	IOC	• Québec City • Calgary	**COA** • Oct/96 - Executive Comm. decides whether to place a bid for 2006 • Oct/96 - Sends letter to cities who have declared an interest • _____/97 - Submission of detailed bids • _____/97 - Site Evaluation Committee visits bid cities/regions • Oct/97 - Committee submits Site Evaluation Report to Executive Committee • Nov/97 - Board decides on Canadian candidate city **IOC** • Sept/99 - Makes decision on host city
Olympics (Summer)	2008	COA	IOC	• Toronto • Edmonton • Calgary	**COA** • Oct/96 - Executive Comm. decides whether to place a bid for 2008 • Oct/96 - Sends letter to cities who have declared an interest • _____/98 - Submission of detailed bids • _____/99 - Site Evaluation Committee visits bid cities/regions • Oct/99 - Committee submits Site Evaluation Report to Executive Committee • Nov/99 - Board decides on Canadian candidate city **IOC** • Sept/2001 - Makes decision on host city

EVENT	YEAR	ASSOCIATION		CITIES	APPROVALS
		National	International		
Olympics (Winter)	2010	COA	IOC	• Québec City • Calgary	**COA** • Oct/96 - Executive Comm. decides whether to place a bid for 2010 • Oct/96 - Sends letter to cities who have declared an interest • _____/2000 - Submission of detailed bids • _____/2001 - Site Evaluation Committee visits bid cities/regions • Oct/2001 - Committee submits Site Evaluation Report to Executive Committee • Nov/2001 - Board decides on Canadian candidate city **IOC** • Sept/2003 - Makes decision on host city
Pan American Games	1999	COA	PASO	Winnipeg/ Manitoba	
Commonwealth Games	20_?	CGAC	CGF	_______?	**CGAC** • No process established for Commonwealth Games in Canada. **CGF**
University Games	20_?	CIAU	FISU	Edmonton? Sherbrooke? Ottawa? Halifax?	**CIAU** • No formal process established to date to host World University Games in Canada. **FISU** •
Pacific Ocean Games	2001?	COA? or Sport Canada?	POSPOR	Vancouver/ Victoria	**POSPOR** • Summer/1998 - Decides on host city **COA** • No formal process to confirm/approve the host city

EVENT	YEAR	ASSOCIATION		CITIES	APPROVALS
		National	International		
Francophone Games • 2,700 athletes • 48 countries • 6 sports	2001?	Sport Canada/ External Affairs	CONFEJES	Hull-Ottawa Sherbrooke ? Québec City ?	**Sport Canada/External Affairs** • Summer/96 - Selection Process to be determined. • Sept/96 - Canada to apply to CONFEJES **CONFEJES** • Summer/98 - Decides on host city.
Arctic Winter Games	1998	Northwest Territories	Arctic Winter Games (AWG) International Committee	Yellowknife Northwest Territories	**Northwest Territories** • Fall/94 - Yellowknife selected as host city. **AWG International Committee** • Winter/1995 - Confirms selection.
Arctic Winter Games	2000	Yukon	AWG International Committee	Whitehorse Yukon	**AWG International Committee** • 1996 - selected Host Unit and Community for Games for 2000.
Arctic Winter Games	2000	Nunavet Greenland	AWG International Committee	Iqaluit, Nunavet Nuuk, Greenland	**AWG International Committee** • 1996 - selected Host Units and Communities for Games for 2002.
Arctic Winter Games	2004	Alberta	AWG International Committee	___________? Northern Alberta	**AWG International Committee** • 1996 - selected Host Unit for Games for 2004. • 2001 - Host Community to be selected.
Arctic Winter Games	2008	Northwest Territories	AWG International Committee	___________? Western Arctic Northwest Territories	**AWG International Committee** • 1996 - selected Host Unit for Games for 2008. • 2005 - Host Community to be selected.
Canada Games (Summer)	1997	Manitoba CGC Canadian Heritage		Brandon & Winnipeg Manitoba	
Canada Games (Winter)	1999	Nfld CGC Canadian Heritage		Corner Brook/ Newfoundland	

EVENT	YEAR	ASSOCIATION		CITIES	APPROVALS
		National	International		
Canada Games (Summer) ● 4,000 athletes	2001	Ontario CGC Canadian Heritage		**ONTARIO** ● North Bay-Sudbury ● Ottawa Region ● Peterborough ● North York ● Hamilton-Brantford ● Niagara Region ● Kitchener-Waterloo/ Guelph ● London ● Windsor	**Ontario Ministry of Citizenship, Culture & Recreation** ● May 28/96 - Bidders Conference ● Aug 1/96 - Notification to bid ● Sept 11/96 - Bids submitted ● Oct-Nov/96 - Evaluation of __? Sites by Site Selection Committee ● Nov/96 - Recommendation of up to 3 bids to Minister by Committee ● Dec 20/96 - Minister nominates up to 3 candidate cities/regions to CGC **Canada Games Council** ● April/97 - Site evaluation of 3 candidate cities/regions ● May/97 - Submits Site Evaluation report with recommendation **Canadian Heritage** ● June/97 - Minister makes decision on host city/region.
Canada Games (Winter)	2003	New Brunswick CGC Canadian Heritage		___________?	**New Brunswick** ● April-May/98 - Site evaluation of _ ? cities/regions ● June/98 - Selection of 3 candidate cities/regions **Canada Games Council** ● Sept/98 - Site evaluation of 3 candidate cities/regions ● Nov/98 - Submits Site Evaluation report with recommendation **Canadian Heritage** ● Dec/98 - Minister makes decision on host city/region.

EVENT	YEAR	ASSOCIATION		CITIES	APPROVALS
		National	International		
Canada Games (Summer)	2005	Yukon? CGC Canadian Heritage		• Whitehorse?	**Yukon** • Oct-Nov/2000 - Site evaluation of _? cities/regions • Dec/2000 - Selection of 3 candidate cities/regions **Canada Games Council** • April/2000 - Site evaluation of 3 candidate cities/regions • May/2001 - Submits Site Evaluation report with recommendation **Canadian Heritage** • June/2001 - Minister makes decision on host city/region.